

# **CITY OF TROUTDALE COMPREHENSIVE LAND USE PLAN**

**ADOPTED SEPTEMBER 27, 1990  
ORDINANCE NO. 558-O**

**AS AMENDED for PERIODIC REVIEW  
EFFECTIVE SEPTEMBER 26, 2014**

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**CITY OF TROUTDALE COMPREHENSIVE LAND USE PLAN  
AMENDMENTS through JUNE 27, 2014**

Ordinance 583-O	Amended Goal 2 Land Use Removed Regional Mixed Use (RMU) Added Master Plan Mixed Use (MPMU) Adopted 7/28/92 Effective 8/28/92
Ordinance 584-O	Modified Goal 2 Land Use Language Modified Master Plan Mixed Use (MPMU) Language Adopted 9/22/92 Effective 10/22/92
Ordinance 642	Amended Goal 1 Citizen Involvement Adopted 8/27/96 Effective 9/27/96
Ordinance 667	Amended Goal 2 Land Use Created a Town Center Plan Amended the General Goals and Objectives Amended Goal 9 Economy Amended Goal 10 Housing Amended Goal 12 Transportation Metro 2040 Compliance Adopted 12/8/98 Effective January 8, 1998
Ordinance 804	Amended Goal 9 Economic Development In fulfillment of Task 2 of Periodic Review Adopted April 12, 2011 Effective May 12, 2011
Ordinance 805	Amended Goal 10 Housing In fulfillment of Task 1 of Periodic Review Adopted April 12, 2011 Effective May 12, 2011
Ordinance 808	Amended Goal 5 Open Spaces, Scenic and Historic Areas, and Natural Resources In fulfillment of Task 5 of Periodic Review Adopted June 28, 2011 Effective July 28, 2011

## AMENDMENTS

Ordinance 820	Amended Goal 12 Transportation in fulfillment of Task 4 of Periodic Review Adopted April 8, 2014 Effective May 8, 2014
Ordinance 823	Amended Goal 11 Public Facilities and Services in fulfillment of Task 3 of Periodic Review Adopted May 27, 2014 Effective June 27, 2014
Ordinance 826	Amended Goal 14 Urbanization In fulfillment of Task 6 of Periodic Review Adopted August 26, 2014 Effective September 26, 2014

## **INTRODUCTION**

### **THE CITY**

Troutdale, incorporated in 1907, is a small city of approximately 10,000 residents located near the confluence of the Sandy and Columbia Rivers within the easternmost boundary of the Portland Metropolitan area. The principal transportation link between Troutdale and Portland is Interstate 84. The Union Pacific Railroad main line runs through the City just north of Troutdale's city center. The Troutdale area is the Gateway to the Columbia River Gorge Scenic Area and Sandy River Canyon recreational areas. Troutdale's neighbors include Wood Village and Fairview to the west, Gresham to the south, and unincorporated areas of Multnomah County to the north and east.

### **THE PLAN**

Troutdale's Plan was originally acknowledged by the Department of Land Conservation and Development (DLCD) in 1983. The preparation of this Policy document, along with a separate "Inventory" document and implementing ordinances, has been partially funded through an LCDC grant.

The Troutdale Comprehensive Land Use Plan is a set of maps, policies, and implementing measures affecting land use within city boundaries. Plan policies are formal public commitments that public action will be taken (through implementing measures) to actually do what the policies call for. They define the direction, quantity, and quality of future development and redevelopment. They serve as a guide for both public officials and the general public in the use of zoning powers, subdivision regulations, the design and construction of streets, as well as other land improvements.

Implementing measures, such as zoning and development ordinances, are specific approaches or techniques for implementing plan policies. They delineate criteria and standards for development addressed within the broad outlines of the Comprehensive Plan.

### **WHAT DOES THE PLAN DO?**

The purpose of land use planning is to indicate the most appropriate land uses within a given area and to provide the means for effectively and efficiently facilitating and guiding development activity. It is to ensure that residential, commercial, and industrial land uses are properly located and suitably related to one another and to other City features. Moreover, it is to ensure that new developments enhance and help maintain the type of community the residents of Troutdale want.

The Comprehensive Plan and the development coordination process help ensure that City decision makers get the information necessary about development proposals in order to make informed decisions. The information provided includes, but is not limited to, assessment of planned development impacts with regard to compatibility with surrounding uses and environments,

adequacy of facilities and services, and conformity to, and consistency with, the Comprehensive Plan.

A well-defined planning and development process helps developers, builders, and the public understand the City's position and approach to existing and proposed developments. For example, developers will have an understanding of what information decision-makers will use to determine the desirability and acceptability of their proposals, as well as an indication of the considerations they must include to make their proposals both desirable and acceptable.

As a guide, the Plan also helps in the coordination of public and private sector activities in the area of community development. It also helps coordinate city departmental activities by indicating the municipality's development goals and objectives. The staff, therefore, can use it as a decision-making tool.

This document comprises the goals, objectives, and policies of the Troutdale Comprehensive Land Use Plan.

## **GENERAL GOALS AND OBJECTIVES**

The policies and recommendations made in this Comprehensive Plan implement the statewide planning goals and address the future needs of Troutdale. These goals and objectives evolved from the conclusions reached in preparation and research of the background inventory and the citizen involvement process. [Amended by Ord. 667, ef. 1/8/98]

1. To encourage regional coordination between the City and Metro in order to implement the Regional Urban Growth Goals and Objectives (RUGGO), the 2040 Growth Concept, and the Regional Framework Plan.
2. To provide a sound basis for urbanization by establishing proper relationships between residential, commercial, industrial, and open space land uses.
3. To encourage City and County cooperation in the provision of urban services in order to bring about a more orderly development pattern and thereby avoid unnecessary tax burdens and excessive utility costs usually associated with scattered, unrelated development, and fragmented services.
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.
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.

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.
7. To retain and enhance desirable existing areas and to revitalize, rehabilitate, or redevelop less desirable areas.
8. To continually encourage excellence in all private developments and public services within the constraints of economic reality. Economic reality should not be interpreted as maximum profit for minimum investment or as minimum local budgets for maximum services, but as optimum initial expenditures justified by the long-range social, economic, and aesthetic benefits derived from those expenditures.
9. To encourage and promote innovation in development techniques in order to obtain maximum livability and excellence in planning and design for all new developments that respond to the specifics of the site and the need for continued awareness of energy use consequences.
10. To continually work to maintain the high air, water, and land quality, and to protect and preserve those identified significant environmental and ecological resources in the area.
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.
12. To continually involve the citizens of Troutdale in the planning process and to encourage maximum neighborhood participation within the constraints of citywide concerns and interests.
13. To encourage a mix of commercial and industrial development which will provide an economic base for the City.
14. To promote the retention and expansion of existing businesses and the location of new businesses by developing flexible requirements which can accommodate the specific nature of a proposed project.

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## **GOAL 1 - CITIZEN INVOLVEMENT**

[Amended by Ord. 642, ef. 9/27/96]

The City of Troutdale encourages involvement of its citizens in its planning process through service on the Citizen Advisory Committee, the Planning Commission, or by testifying at public hearings. The City makes every effort to inform its citizens about land use actions occurring in their neighborhoods.

### **CITIZEN INVOLVEMENT PROGRAM**

A major component of the City's Citizen Involvement Program is its Citizen Advisory Committee (CAC). The CAC is comprised of Troutdale residents from throughout the city. CAC members not only represent the interests of their particular neighborhood, some members are selected on the basis of their ties to business, environmental resource organizations, or other community service interests. The CAC reviews plan content and implementation measures, and participates in the periodic review process. CAC members monitor neighborhood development to ensure conformance to plan policies and guidelines.

The Troutdale City Council serves as the Committee for Citizen Involvement (CCI) which is responsible for evaluating the performance of the CAC and the City's overall Citizen Involvement Program.

### **POLICIES**

1. Inform the citizens of Troutdale of land use changes affecting their neighborhoods. The City shall continue to involve citizens in all phases of the planning process via the Citizen Advisory Committee, special task forces, and other appropriate means.
2. Keep the public informed of land development proposals occurring in their neighborhoods.
3. Attempt to balance the costs of providing public information with the public's right-to-know.

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## **GOAL 2 - LAND USE**

The land use element of the plan demonstrates the relationship the City of Troutdale desires to encourage between commercial, industrial, and residential development in order to provide homes and employment for citizens; protect property values; preserve sensitive, natural, and open areas; direct development away from hazardous areas; and anticipate the need for public services.

### **RESIDENTIAL**

The plan should provide opportunity for families and individuals of all ages and income levels to have a choice of housing density, type, and cost. Appropriate uses within residential districts include single-family detached homes, attached residential dwelling units and apartments, churches, schools, day care centers, community centers, nursing homes, home occupations, and similar uses. Low density development should be located away from high traffic areas and where there is suitable open space. Low-density residential uses may be located where there are development constraints such as slopes or flood plains if structures can be sited to avoid the problem. Multiple-family locations should include areas adjacent to commercial districts where public services and conveniences are concentrated, and areas along or adjacent to major or minor arterials. In certain locations, apartments may coexist with professional and business uses which do not generate high volumes of traffic. The views and general low-density character of adjacent single-family districts should be preserved.

### **COMMERCIAL**

The City should designate sufficient land for location of office, retail, and commercial establishments offering a variety of goods and services to residents of Troutdale and East Multnomah County. Regional commercial uses should be located in areas accessed by regional transportation facilities. Neighborhood and local commercial districts should be compatible with adjacent residential land uses. They should be compact, efficient, properly related to surrounding uses, and should not result in hazardous traffic patterns. The City's core area should be maintained to serve as a public service, and a cultural and social center for the area's residents.

### **INDUSTRIAL**

The City actively encourages industry to locate in designated areas north of the freeway where there is excellent access to transportation facilities and sufficient distance from lands designated for residential use. Any new industrial areas should be located along major arterials and should be compatible with any surrounding residential uses.

## **TROUTDALE TOWN CENTER PLAN**

[Adopted by Ord. 667, ef. 1/8/98]

The City of Troutdale is designated as a “Town Center” under Metro’s adopted 2040 Growth Concept and Regional Framework Plan. The adopted Troutdale Town Center Plan is a master plan that will guide future land use decisions pertaining to development within the downtown area of Troutdale. The town center boundary encompasses more than 300 acres and is generally located north of SW 8th Street, south of the railroad tracks (including the Columbia Gorge Factory Stores and wastewater treatment plant site), and east of NE 244th Avenue along SW Halsey Street and Historic Columbia River Highway to the Sandy River.

The City adopted the Troutdale Town Center Plan in February 1998. This document is an element of the City’s Comprehensive Plan and should be referred to for future land use decisions within the town center planning area boundaries.

## **PLAN MAP**

The plan map represents the application of land use designations in accordance with the goals and policies. It is intended to supplement the written plan text, not replace it. The map should always be considered in conjunction with the adopted planning goals and policies.

## **2040 GROWTH CONCEPT MAP**

Metro’s adopted 2040 Growth Concept and Regional Framework Plan sets the direction for the long-term growth management of the Portland Metropolitan area. Contained within the 2040 Growth Concept are identified design types. The design types found in Troutdale include town center, corridor, main street, employment area, industrial area, inner neighborhood, and outer neighborhood. The concept map generally depicts the boundaries of these design types. Below is a brief description of each design type.

### **Town Center**

The City of Troutdale downtown area is designated as a town center. Town centers are characterized by their compact development including higher residential densities, local retail and service type uses, and a walkable environment served by transit.

### **Corridor**

Corridors are not as dense as a town center. They are located along transit lines, feature a high-quality pedestrian environment, and have convenient access to transit.

### **Main Street**

Main streets provide retail and service type uses to the neighboring area in a walkable environment and are serviced by transit.

### **Employment Area**

Employment areas are characterized by some residential and mixed employment which include various types of manufacturing, distribution, and warehousing type uses, as well as supporting uses such as limited commercial and retail type uses. The supporting uses are intended to serve the needs of the primary industrial uses.

### **Industrial Area**

Industrial areas are set aside for industrial activities with limited supporting commercial and related uses that are provided to primarily serve the industrial uses.

### **Inner Neighborhood**

Inner neighborhoods are primarily a higher density, single-family residential neighborhood with small lot sizes. These neighborhoods are in closer proximity to employment, shopping, recreation, and other services found along main streets, corridors, and the town center.

### **Outer Neighborhood**

Outer neighborhoods are characterized by larger lot sizes and lower population densities, and are located farther away from large employment centers, shopping, recreation, and other services than inner neighborhood areas.

## **POLICIES**

1. Prepare an inventory of housing, transportation, the economy, facilities and services, natural resources, environmental conditions, and recreational needs.
2. Project economic and population growth to the year 2000 and determine facilities and service requirements to accommodate existing and anticipated public needs as well as economic and population growth.
3. Identify suitable and unsuitable land for development and determine land requirements for economic development and population growth.

4. Prepare a comprehensive land use plan and establish a planning area boundary based on input from citizens and affected agencies, and on the goals and objectives of the community.
5. Implement the plan through zoning and development ordinances, capital improvement programming, a central business district development program, and other appropriate measures and/or programs.
6. Establish a process for evaluating and amending the Comprehensive Plan.
7. Prepare development standards which recognize and respect the character of established areas. Maximum flexibility in development shall be encouraged in undeveloped areas.
8. Continue to cooperate with federal, state, regional, and county agencies, special districts, utility companies, and adjoining cities in planning delivery of services in such areas as transportation, solid waste, air quality control, sewer, water, stormwater, education, energy, and emergency services.
9. Prepare development standards which recognize an implied need for continuity with county and adjoining cities' standards.

## **LAND USE DESIGNATIONS**

### **Low-Density Residential (LDR)**

This designation is intended primarily for low-density, single-family, detached residential dwellings, including existing single-family residential areas and vacant land with constraints to development at higher densities.

Densities in this designation are intended to average five units per net acre with lot sizes generally 7,000 square feet and larger. Commercial development with the exception of home occupations and limited neighborhood retail is not considered appropriate within this designation. The following criteria is established for the designation of LDR:

1. Areas already developed at, or approved for, this density.
2. Areas where a need for this type of housing exists.
3. Areas where streets are limited to collectors and local streets.
4. Areas where sensitivity to the natural environment or natural hazards indicates a reduced sensitivity.

### **Medium-Density Residential (MDR)**

This designation is intended primarily for medium-density, single-family, detached and attached residential dwellings, including existing developed areas and vacant land suitable for development at this density. Density in this designation is intended to average 8.5 dwelling units per net acre with lot sizes generally 4,000 square feet and larger. Commercial development, with the exception of home occupations and limited neighborhood retail, is not considered appropriate for this designation. The following criteria is established for the designation of areas as MDR:

1. Areas already developed at, or approved for, this density.
2. Areas where a need for this type of housing exists.
3. Areas where streets are limited to minor arterials, collectors, and/or local streets.

### **High-Density Residential (HDR)**

This designation is intended primarily for high-density, multiple-family residential dwellings, including existing developments and vacant land suitable for development at higher densities. Density in this designation is intended to average 21 units per gross acre and 2,000 square feet per dwelling unit. Business and professional offices may be considered appropriate in areas designated HDR given conditional approval. The following areas may be designated HDR:

1. Areas already developed at, or approved for, this density.
2. Areas adjacent, or in close proximity, to existing or planned shopping centers, employment centers, transit routes, or minor arterials.
3. Areas where there are no known geologic hazards, flooding, or soils subject to slippage.
4. Areas adjacent to parks and recreation, permanently protected open space, or bodies of water, as long as #2 and #3 above apply.

### **Commercial (C)**

The commercial designation provides for neighborhood commercial, community commercial, general commercial, mixed-office/housing uses, and the central business district. Neighborhood commercial uses include convenience retail and service establishments relying upon frequent purchases and having small trade areas. These uses are compatible with, and may be located in, residential areas. Community commercial uses provide for a limited range of goods and services and

are generally compatible with adjacent neighborhoods. General commercial uses provide for a wide range of goods and services and may coexist with some light industrial uses. They are generally incompatible with residential uses and their trade areas may be quite extensive. In addition, neighborhood commercial, community commercial, and general commercial zoning districts within the town center planning area boundaries allow single-family and multiple-family residential. Mixed office/ housing uses include professional office, employment, and housing with limited services and retail opportunities. These uses provide a compatible mix of office, employment, and housing opportunities in proximity to the central business district. The central business district, because of the proximity to I-84 and availability of services to visitors, should also be a commercial core area of the City to serve as a central service and retail center. The following areas may be designated commercial on the Plan Map:

1. Areas having a historical commitment to professional or business offices, retail, wholesale, and/or business service, including areas already developed as commercial strips along arterials.
2. Areas necessary for commercial use, provided:
  - a. There is direct access to a collector or arterial.
  - b. New commercial areas are sufficiently separated from other existing or proposed commercial areas.
  - c. Existing commercial strips are not extended.
  - d. Siting does not result in significant traffic or adverse environmental impact.

### **Master Planned Mixed Use (MPMU)**

[Amended by Ord. 584-O, ef. 10/22/92]

This Land Use Plan Map designation is intended for large scale mixed land use developments. These areas shall provide for flexibility in application for developments, providing numerous services for Troutdale residents. Areas designated as MPMU shall be characterized by cultural, recreational, educational, institutional, quasi-institutional, commercial, or employment generating, as well as residential, land uses. It is intended for areas where there is an extreme sensitivity to development and a desire to maintain extensive citizen involvement and local control of the development process. Development of an MPMU area shall be guided by an overall concept plan, incorporating principles of neo-traditional town planning. Specific land uses and residential densities shall be governed by the underlying zoning district classification.

Permitted zoning shall include, OS (open space), R-10, R-7 and R-5 (single-family residential), R-4 (attached residential), A-2 (multiple-family residential), NC (neighborhood commercial), CC



(community commercial), GC (general commercial), and IP (industrial park). Development within the areas designated as MPMU shall be governed by a concept plan approved by the City as a Type IV land use decision. An MPMU area may be developed in phases with concept development and specific site plans for each phase of development. Specific site plans for development must conform to the approved Concept Development Plan and will be approved by the City as a Type III land use decision.

A shifting of the underlying zoning district boundaries to accommodate development constraints and land divisions for specific development proposals may be allowed through approval of the Concept Development Plan. These changes shall be limited to adjustments of areas only. No area or density may be increased or decreased more than 20% without requiring a plan amendment, nor may the underlying zoning districts be changed without requiring a Comprehensive Plan amendment. The following criteria establish guidelines for the designation of an MPMU area:

1. An overall contiguous area in excess of 40 acres.
2. Areas with appropriate access to the regional transportation network.
3. Areas having existing buffers or large enough to accommodate necessary buffering land uses to minimize impact upon surrounding residential land uses, or areas where impact is minimized due to absence of adjacent development.
4. Areas adjacent to, or having a historical commitment to, cultural, recreational, educational, institutional, or quasi-institutional land uses.
5. Areas where there is an extreme sensitivity to development and a desire to maximize citizen involvement in the development process.

### **Industrial (I)**

This designation provides for industrial parks, light industrial, and general industrial activities. The intent is to encourage industrial growth and provide for industrial development at appropriate locations in order to increase the level of employment, enhance the tax base, decrease service costs, and achieve a healthy, diverse, and stable local economy. Non-industrial uses are not encouraged in industrial areas except for those, not including housing, which serve the needs of the area's work force. Areas may be designated industrial on the Plan Map providing that siting of businesses does not result in significant adverse impacts on residential or sensitive natural resource areas in the following areas:

1. Areas having a historical commitment to industrial use.

2. Areas with appropriate access to the regional transportation network such as a freeway or a major arterial, rail service, air transport, or navigable water.
3. Areas with sites large enough to accommodate expansion of individual establishments or provide for several establishments within one contiguous area.

### **Open Space and Natural Resource Uses**

The open space designation includes natural resource areas, flood plains, wetlands, steep slopes, beaches and riverbanks, trails, etc. Cluttered development and unsightly signs should be discouraged along highways. Greenways should be encouraged. Floodways should be retained as open space. All construction and development within the flood plain should not restrict the flow of floodwaters. Elevations for buildings and streets should be in accordance with established FIRM regulations. Vegetation along rivers and drainageways should be maintained. Resource extraction should not lead to environmental degradation.

### **GOAL 3 - AGRICULTURAL LAND**

There are no identified agricultural lands within the City of Troutdale. These statewide goals are not applicable within corporate limits of the city.

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### **GOAL 4 - FOREST LAND**

There are no identified forest lands within the City of Troutdale. These statewide goals are not applicable within corporate limits of the city.

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## **GOAL 5 – OPEN SPACES, SCENIC AND HISTORIC AREAS AND NATURAL RESOURCES**

[Amended by Ord. 808, ef. 7/28/11]

Troutdale is blessed with a unique and physically attractive setting. Open spaces and scenic views, proximity to the Columbia Gorge, and the presence of urban “wilderness areas” contribute to the special character of the community. The City strongly supports preservation of its open spaces, especially the Beaver Creek and Sandy River Canyons.

### **OPEN SPACES AND SCENIC AREAS**

The City’s Parks Master Plan designates the Beaver Creek and Sandy River corridors as a public open space/greenway system and identifies other sites under public ownership that provide a network of open space throughout the City.

Troutdale has a particularly scenic location, with views of points outside the community including the Columbia River, Mt. St. Helens, Mt. Adams, Mt. Hood, Broughton Bluff, Silver Star Mountain, as well as Beaver Creek and Sandy River Canyons within the City.

### **TROUTDALE’S HISTORY AND HISTORIC RESOURCES**

A community with a rich historic past, Troutdale is located at the confluence of the Sandy and Columbia Rivers, and was originally occupied by Native Americans who fished and camped along the banks of the rivers. The first Euro-American to explore the region was British Lt. William Broughton who noted this area in the autumn of 1792 on his exploration voyage of the Columbia River. Broughton Bluff, the point immediately across the Sandy River from current-day Troutdale, was named after the lieutenant. Fourteen years later, explorers Lewis and Clark camped along the Sandy River Delta on their way to the Oregon Coast.

The earliest settlers arrived in 1850 and 1851. Some of the earliest Donation Land Claims were filed by John Douglass, David F. Buxton, Benjamin Hall, James M. Stott, and Felix G. Hicklin. Family records credit David F. Buxton as Troutdale's true founder; he filed a donation land claim in 1853 in the center of the present city of Troutdale. However, it was Captain John Harlow, a former sea captain from Maine and successful Portland businessperson, who conceived a plan for the town. In 1872, he purchased part of Buxton's land to build his country home. Because he raised trout in ponds on his farm, he called his farm "Troutdale." He convinced the railroad to build a depot at the site of his farm and on November 20th in 1882, Troutdale had access to a rail line, an important step in becoming a bonafide town.

After John Harlow's death in 1883, his widow Celestia began platting a town with blocks and streets. Much of the city was built in 1890 and 1891. The first edition of Troutdale's newspaper announced the opening of Aaron Fox's new store, a restaurant, and included ads for a hardware store, surgeon, notary public and blacksmith. The town's major industry was the American Dressed Meat Company, later sold to become Portland's Swift and Company. Other industries that rose were a

lumber mill, a hotel and a distillery. The distillery burned in what was reported as a "bright blue flame" in the 1890's.

Aaron Fox was instrumental in incorporating the City in 1907 and became its first mayor. The same year, a disastrous fire swept through the city burning the 1890's buildings. A church built on a hillside two blocks from the business district was one of the few 1890's buildings that survived. In 1914, two years after women won the right to vote in Oregon; Clara Latourell Larsson became mayor of Troutdale and was one of Oregon's earliest woman mayors.

The Columbia River Highway was built and extended through Troutdale in 1916. Enterprising residents opened businesses, restaurants, tea rooms, hot dog stands and dance pavilions to feed and entertain the travelers. In 1924, another woman was elected mayor when Laura Harlow, daughter-in-law of Captain John Harlow, took office. A year later, a second fire mostly destroyed the business district. The Tiller Hotel and Helming's Saloon, both built after the first 1907 fire, are two of the first buildings erected after the fire.

In the 1920's, Troutdale claimed the title of the "Celery Capital of the World" as a result of prize winning celery grown here. But farmers also grew wonderful produce and gladiola bulbs grown in the area's fertile, sandy soil and shipped all over the nation by rail. A new city hall was completed in 1923. The building still serves as the Troutdale City Hall complete with the original wood dance floor.

John Harlow's original house was torn down in the 1920's. The only original building remaining on the farm site was the home of his son, Fred, built in 1900. That building is now the Harlow House Museum of the Troutdale Historical Society and is listed on the National Register of Historic Places. The original rail depot burned in 1907 and was replaced by a second depot that is now the Rail Museum. It was moved from its original location to its present site in 1979.

Troutdale celebrated its Centennial in 2007, and in conjunction with that milestone, a local historian, Sharon Nesbit, wrote of Troutdale's history in the book, It Could Have Been Carpdale (2007 Pediment Publishing).

## **NATURAL RESOURCES**

The City recognizes the importance of enhancing the resources it has and is committed to support efforts to maintain system-wide resource integrity, particularly stream corridors. The City's policy is to mitigate detrimental environmental impacts and to limit encroachment on environmentally sensitive areas. The City will strive to conserve significant natural resource areas such as wetlands, riparian areas, water bodies, and other resource sites through the use of land regulations, acquisition, preservation, conservation, and mitigation.

## **Water**

Water and water-related issues, such as water quality, riparian areas used as wildlife habitats, and recreational and aesthetic values, are of great concern to the City of Troutdale. The municipal water supply is drawn from wells in upper aquifers, so there is great concern about any disturbance of the natural environment which could impact the water source. Urban activities that might affect water quality, such as landfills and aggregate extraction, are subject to regulations minimizing adverse impact.

All streams having perennial or intermittent flows within the city are considered sensitive areas. The City supports protecting these areas by retaining riparian vegetation, channel integrity, meanders and stable non-eroding banks, and other measures as ways of preserving water quality, fish and wildlife habitat, and providing a variety of recreational and aesthetic values. The most obvious of these are flood plains and steep slopes associated with the stream corridors of the Sandy River, and Beaver and Arata Creeks.

The Sandy River is important as a spawning stream for salmon and smelt. The City will work with the State of Oregon, Columbia River Gorge Commission, and other agencies to preserve the quality of the Sandy River.

## **Wetlands**

There are several site-specific ecological or scientific areas of significance within the City of Troutdale. A U.S. Fish and Wildlife Map identifying all sites is included as part of the Plan Inventory. The significance of identified sites on this map has not been determined. The City will refer all applicants who propose activities within these wetlands to the Division of State Lands (DSL). The City will complete the ESEE analysis and adopt regulations developing an approved Wetland Conservation Plan in compliance with DSL requirements.

## **Aggregate**

Aggregate has been mined in Troutdale in the past, both on land and from the Sandy River, but there are no active extraction sites at this time. The Columbia River Gorge Scenic Area Management Plan limits the continuation and establishment of aggregate extraction and will severely restrict future mining in the Sandy River.

Inactive extraction sites include the Thompson Villa Quarry and the Obrist Pit. The latter was in operation between 1970 and 1980. The site was an 80' x 400' crater when abandoned as a mining operation and is being filled and rehabilitated to accommodate a 16-acre community park.

## **Wildlife**

Within the Troutdale planning area there are a variety of birds including hawks, owls, songbirds, and herons; small mammals and non-game wildlife species; as well as black-tail deer. Non-game wildlife habitat is found throughout the Troutdale area, particularly in parks and adjacent riparian areas. The primary land use activity that conflicts with non-game wildlife in the urban area is the elimination of open space and associated native plant species. The City has identified the Beaver Creek and Sandy River corridors as open space to be retained in their natural state to enhance and protect important wildlife habitats. Residential, commercial, and industrial developments should not adversely impact open space or native plant species.

## **Energy**

The City has adopted a solar energy ordinance prepared by regional governments to promote retention of access to this resource.

## **POLICIES**

1. Conserve open space by limiting development that will have adverse impacts.
2. Conserve domestic groundwater and surface water resources from potential pollution through a variety of regulatory measures relating to land use, transportation, and hazardous substance management.
3. Control the storage, manufacture, use, transportation, and disposal of hazardous substances, especially in groundwater sensitive areas used for water supplies.
4. Conserve groundwater sensitive areas, such as aquifer recharge areas and areas of influence through such mechanisms as storm drainage, dry wells, recharge sites, a detaining/retaining ponds, etc.
5. Conserve and enhance drainageways for the purpose of containing and regulating stormwater runoff and, where appropriate, as natural corridors which allow the passage of wildlife between natural areas throughout the City, as well as providing wildlife habitat characteristics including food, water, cover, breeding, nesting, resting, and wintering areas.
6. Prepare a list of properties desirable for public acquisition to ensure long-term natural resource conservation.
7. Require mitigation, resolution, or other means of maintaining a balance of important natural resource values in areas where adverse impacts cannot be practicably avoided.



GOAL 5 OPEN SPACES, SCENIC AND HISTORIC AREAS & NATURAL RESOURCES continued

8. Conserve significant areas and encourage the creation of new developments which maintain the variety and quantity of fish and wildlife throughout the City in a manner compatible with existing and future urban development.
9. Notify and coordinate development proposals within natural resource areas with other local, state, and federal agencies.
10. Mitigate environmental disturbances resulting from aggregate resource extraction.
11. Work with local, state and federal historic preservation agencies and organizations to identify, preserve, and protect historic resources.
12. Whenever possible, newly created streets shall be given historically significant names.
13. Appoint a Historic Landmarks Commission to actively promote preservation of Troutdale's historic landmarks and resources and to reasonably protect historic landmarks and resources from inappropriate exterior alterations and untimely demolitions.
14. Apply to the State Historic Preservation Office for Certified Local Government (CLG) certification to assist in the implementation of historic resource protection and preservation goals when desired.
15. Maintain and periodically update the inventory of historic resources and update the inventory as owner requests for historic landmark designation are received by the City.
16. Maintain effective historic landmark designation standards and procedures within the Historic Landmark Protection Overlay district that are consistent with state law and National Register of Historic Places evaluation criteria. [Adopted by Ord. 558, ef. 10.27/1990; amended by Ord. No. 808 ef. July 28, 2011]

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## **GOAL 6 - AIR, WATER, AND LAND RESOURCES QUALITY**

The quality of life in Troutdale is directly related to the air, water, and land quality in the community. Troutdale is proud of its environment and will work to maintain it.

### **AIR QUALITY**

Air quality in Troutdale is higher than in many parts of Portland. Air quality measurements taken at the GSA Warehouse from 1970 to 1976 were discontinued because of the relatively low measurements.

Ambient air quality is 30 micrograms per cubic meter. Both the federal and state standards for suspended particulates is 60 micrograms per cubic meter maximum, suggesting that Troutdale has a saturation level of only 50% of the maximum allowable level.

The only sources of suspended particulates in the Troutdale area are the Reynolds Aluminum Plant and the Crown Zellerbach paper mill in Camas. The Reynolds Plant has upgraded its waste discharge quality and the prevailing winds tend to put the Troutdale area upwind from both operations.

Troutdale is within the Portland-Vancouver Interstate Air Quality Maintenance Area (AQMA). The State Implementation Plan (S.I.P.) for air quality describes the Portland-Vancouver area as being a non-attainment area for meeting the federal ambient air quality standards for ozone unless additional control measures are taken.

### **NOISE**

Major sources of noise in Troutdale include motor vehicle, rail, and air traffic from both the Portland-Troutdale Airport (PTA) and Portland International Airport (PDX). Noise levels at PTA are below the level requiring a noise abatement program; PDX has developed a noise abatement program.

Noise levels for almost all residential areas appear to be within acceptable levels. Commercial areas are sited to minimize impacts on adjacent residential neighborhoods. Industrial areas are located north of residential areas, so this potential noise source generates few problems.

Local vehicle or other noise nuisances are enforced by the City of Troutdale Police Department.

### **WATER QUALITY**

Water quality standards for the Sandy River Basin are controlled by state law (OAR 340). The City obtains its water from wells and discharges its sewage effluent into the Sandy River. Both of these activities are monitored by the state.

Headwater areas are defined as those sensitive areas in stream drainage systems that fish generally do not inhabit, but where man's activities can cause a direct impact on downstream water quality and fish production. Steep slopes and highly erosive soils typify headwater areas. The City's goal is to reduce erosion and turbidity by providing stable conditions in areas of steep slopes where there is high erosion potential.

## **LAND QUALITY**

Land quality is influenced by landfills, agricultural wastes, and aggregate and mineral extraction.

The only landfill in the Troutdale planning area is the Obrist gravel pit, now dedicated for public park purposes. Only non-organic material is allowed at this site. When filled (approximately 1993), this site will be developed into Sunrise Park, a 16-acre community park.

The Metropolitan Service District transports solid waste materials from the metropolitan region to Arlington, Oregon. Metro has updated the Solid Waste Management Plan for the Portland Metropolitan area by preparing a waste reduction program which was approved by the Environmental Quality Commission (EQC) in July of 1986. The Plan proposes aggressive recycling, waste-to-energy alternatives, and recycling rate incentives for garbage collectors.

Agricultural waste is a relatively small source of land pollution due to the limited scope of agricultural activities in Troutdale.

## **POLICIES**

1. Cooperate with Metro and DEQ in efforts to attain air quality standards in the Portland-Vancouver AQMA.
2. Use measures described in the DEQ Handbook in regulating land development activities within the City.
3. Recognize and assume responsibility for operating and regulating wastewater systems as indicated in Metro's Waste Treatment Management component.
4. Recognize Metro's responsibility and authority to prepare and implement a solid waste management plan, support Metro's "Procedures for Siting Sanitary Landfills", and participate in these procedures as appropriate since solid waste disposal is a regional concern requiring regional solutions.
5. Maintain environmental quality by guiding future development and land use activities. Prohibit activities that will significantly deteriorate the existing high quality of the air, water, and land resources.

GOAL 6 AIR, WATER, AND LAND RESOURCES QUALITY continued

6. Adhere to federal and state standards relating to air and water quality.
7. Maintain a quiet and healthful environment for residents of Troutdale.
8. Ensure that new commercial, industrial, and community service facility development is landscaped and designed so adjacent properties are not negatively impacted. Seek assistance from DEQ when assessing noise impact from this type of development.

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## **GOAL 7 - AREAS SUBJECT TO NATURAL DISASTERS AND HAZARDS**

The preserved natural landscape areas along stream corridors and dramatic hillsides that contribute to Troutdale's scenic beauty also provide the greatest potential for natural hazards. Troutdale has areas affected by steep slopes, with potential for flooding due to storm run-off and high groundwater, landslides, and high velocity winds. Areas where development is constrained by natural hazards are shown on the Natural Hazards map.

### **FLOODING**

The 100-year flood boundary is based on the Federal Emergency Management Agency (FEMA) flood insurance maps. This boundary is generally accepted as the maximum flood condition for planning purposes and may require revision as areas upstream are urbanized. The City will attempt to obtain and use the latest information available from FEMA and the U.S. Army Corps of Engineers on a continuing basis.

The 100-year flood boundary includes areas unprotected by the dike system along the Columbia and Sandy Rivers, as well as areas along Beaver and Arata Creeks. Surface water runoff and additional stormwater drainage from future development are the primary factors affecting the Beaver and Arata Creek drainage systems.

The City has designated the Beaver Creek and Sandy River Canyons as a public open space/greenway system both to protect the stream corridors and to maintain the City's natural environment.

The City has adopted FEMA's model flood hazard protection ordinance and associated flood insurance rate map (FIRM) identifying flood-prone areas.

### **SLOPES**

The City of Troutdale restricts development on slopes over 15% and prohibits development on slopes exceeding 30% because of the difficulty and expense associated with providing public facilities, and the potential for greatly increased surface runoff, landslides, flooding, and erosion.

### **HIGH WINDS**

Troutdale is subject to strong east winds in winter. The City was granted an exception to exceed the State Structural Specialty Code and requires 33.5 pounds per square foot as a wind loading factor for residential dwellings and 90 miles per hour for commercial and industrial buildings.

## **OTHER HAZARDS**

Troutdale has no known seismic fault or volcanic areas. The area is classified Zone 2 by the State Structural Specialty Code.

## **POLICIES**

1. Ensure that development in highly hazardous areas will be restricted or prohibited. Development may be allowed in areas of potential hazard if appropriate safeguards are taken in the design and construction to protect affected persons and property.
2. Require that development occur in a manner that respects and retains natural vegetation in areas with sensitive features such as streams, creeks, and other bodies of water and steep slopes.
3. Restrict development within flood hazard areas to those uses which can be adequately floodproofed.
4. Require mitigating measures where one or more of the following conditions exist:
  - a. Slopes in excess of 30%.
  - b. Known unstable soils.
  - c. Evidence of old or recent slides.
  - d. Identified slide hazard areas.
  - e. Evidence of soil creep.
  - f. Land lying below any of these listed conditions.



## **GOAL 8 - RECREATIONAL NEEDS**

The City of Troutdale is fortunate to be within a metropolitan area offering a variety of cultural activities. The City's location as the "Gateway to the Columbia River Gorge" provides a unique and beautiful natural environment with almost immediate access to a wide variety of outdoor recreational opportunities.

### **CULTURAL ACTIVITIES**

The Portland metropolitan area offers a wide variety of cultural activities, including a symphony, theaters, museums, a zoo, and other similar facilities. In addition to libraries in Portland, Troutdale is served by a regional library in Gresham. Several institutions promote cultural events that are available to the general public including Mt. Hood Community College just outside the Troutdale City limits.

The Gresham Area Chamber of Commerce hosts an annual jazz festival that attracts talent of international stature. A "Windjam" is held in Troutdale as part of jazz week activities in conjunction with the Mt. Hood Festival of Jazz.

### **CITY PARKS**

The City has made a concerted effort to ensure that open space, greenways, and neighborhood parks are available within walking or driving distance for all citizens of Troutdale. Many of these parks are city-owned and maintained. The City has encouraged joint use of facilities owned by other jurisdictions including Reynolds School District.

The Parks Advisory Board oversees development, maintenance, and activities at all City parks. A summer recreation program serving the citizens of Troutdale was initiated in 1984. Activities are scheduled at each of the neighborhood parks on a weekly basis with a wide assortment of activities to serve residents of all ages.

The City has developed a Parks Plan that inventories parklands, provides historical information, and lists proposed improvements. The plan outlines recreational facilities for both active and passive uses. Park acquisition is financed through grants and the budgetary process. The average recommended size of citywide parks is 20 acres. Adult recreational facilities will be developed in addition to facilities for children. Park development has been, and shall be, sensitive to existing natural features.

Neighborhood parks shall be acquired through dedication by subdivision developers or through local improvement districts. Improvements at neighborhood parks will be funded through local

improvement districts, grants, contributions from developers, general fund allocations, and other available mechanisms. Interests and needs of each particular neighborhood will be considered in planning and developing these parks. Neighborhood parks should be a minimum of two acres in size and should be developed on the edge of the subdivision to allow for expansion as adjacent development occurs.

Greenways, open spaces, and special use areas will be used to conserve the ecological systems, drainageways, and areas of special natural features. Greenways will be used to link neighborhood, community, and regional parks, schools, and other public facilities, with natural corridors accommodating trails, walkways, and bikeways.

Areas not suitable for development will be preserved as open space and will include the Sandy River and Beaver Creek Canyons. The City will also support preservation efforts in the Columbia River floodplain area.

The City maintains one community park, six neighborhood parks, and two special use parks. These areas include a .25 acre playground for children; two 2.5 acre parks with tennis courts, walkways, and play areas; a 4.5 acre park with a softball field; the 60+ acre Beaver Creek greenway; and the Helen Althaus Park natural area (ten acres). The City's 9.5 acre Community Park has picnic areas, a playground, and a beach with direct access to the Sandy River. A large community building is available for rent to the general public.

The City has an adequate supply of recreational facilities for the neighborhoods on the eastside. However, several neighborhoods on the western edge of Troutdale do not have adequate neighborhood park facilities. As adjacent land develops, parkland will be acquired and improved to serve this area. Reynolds High School provides an open space with developed sports fields. The City has planned for a large neighborhood park (Columbia) to be developed adjacent to the Reynolds High School campus.

The City has developed maintenance standards for all parks within the system. As additional funding becomes available, and public use mandates, maintenance levels will be increased. Several parks do not have play equipment for younger children. Through grants and the Parks Development Fund established by the City Council, additional recreational facilities at existing parks will be developed.

## **OTHER RECREATIONAL OPPORTUNITIES**

Reynolds School District maintains three public school campuses with playground equipment and sports fields. Mt. Hood Community College, on the southern boundary of Troutdale, provides regional recreational facilities including a track, an Olympic-size swimming pool, gymnasiums, playing fields, and tennis courts. The college curriculum includes courses in leisure-time activities for East County residents.

The Sandy and Columbia Rivers provide water-related recreational opportunities for residents of Troutdale. The Sandy River supports annual salmon, steelhead, and smelt runs. Public access to the river is provided through City, County, and State parks. Multnomah County maintains Oxbow Park on the upper reaches of the Sandy River. State parks, Dabney and Lewis and Clark, offer picnic areas, boat launches, fishing, and natural wooded areas with trails for pedestrians.

The Columbia River is an underutilized recreational resource in the Troutdale area. River access is provided by a private boat launch north of Troutdale off of Sundial Road and a public boat ramp in Fairview. Recreational use of the Columbia River in Troutdale is relatively limited at this time. The City recognizes the potential for development of this area for recreational needs.

Multnomah County operates a regional facility, Blue Lake Park, west of Troutdale off Marine Drive. This park has numerous picnic areas, swimming, boating facilities, and a variety of buildings are available for public use. Multnomah County schedules activities each summer for residents of the Portland metropolitan area at this park.

## **POLICIES**

1. Develop an above average amount of open space with both active and passive recreation areas.
2. Develop a variety of recreational facilities available to all neighborhoods.
3. Ensure that the cost of acquiring, developing, and maintaining parks is equitable to all citizens.
4. Encourage joint use of park and school facilities by locating them adjacent, or close, to each other.
5. Provide programmed preventative maintenance to all neighborhood parks.
6. Ensure that facilities are available to a wide range of user groups, including adults, disabled persons, and senior citizens.
7. Ensure that citywide parks are located adjacent, or close, to major collector or arterial streets and are also accessible to pedestrians and bicyclists.
8. Recognize the importance of the Columbia River as a recreational opportunity for the citizens of Troutdale and work with developers, citizens, and public agencies in developing a regional recreational opportunities facility.

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## GOAL 9 – ECONOMIC DEVELOPMENT

[Amended by Ord. 804, ef. 5/12/11]

Troutdale’s economic goal is to provide employment opportunities for its citizens and a stable tax base for the community. The City’s assets are its excellent access to transportation facilities, its natural and lifestyle amenities, and the availability of public services. Troutdale is poised for economic expansion.

### THE REGION

The Portland Metropolitan area is the economic center of Oregon and Southwest Washington. The Metro area (excluding Vancouver, Washington) accounts for 49% of the state’s employment. The most dominant industry sectors in terms of share of employment are government, education and health care, professional and business services, manufacturing and retail.

### Employment Base, Portland/Vancouver Metro Area, 2010

Industry Sector	Employment		Avg. Wage	Distribution by Industry Source
Natural Resources & Mining	1,100	0.1%	\$26,436	
Construction	45,000	4.7%	\$49,456	
Manufacturing	106,600	11.1%	\$67,552	
Wholesale	52,600	5.5%	\$63,124	
Retail	99,800	10.4%	\$27,524	
Transportation, Warehousing & Utilities	33,000	3.4%	\$43,272	
Information	21,900	2.3%	\$68,632	
Financial Activities	62,200	6.5%	\$54,672	
Professional & Business Services	125,200	13.0%	\$52,248	
Education & Health Services	137,900	14.4%	\$43,708	
Leisure & Hospitality	92,600	9.6%	\$18,368	
Other Services	34,400	3.6%	\$30,480	
Total All Government	148,100	15.4%	\$50,992	
<b>Total/Average:</b>	<b>960,400</b>	<b>100%</b>	<b>\$46,569</b>	0% 5% 10% 15% 20%

SOURCE: Oregon Employment Department

Between 2010 and 2020, the Oregon Employment Department forecasts that the “Education and Health Services” sector and the “Professional and Business Services” sector will grow the most quickly, followed by “Leisure and Hospitality” and “Wholesale” trade. Regionwide, manufacturing employment is expected to decline marginally, but remain close to flat over the next decade.

Suburban markets (such as Troutdale and neighboring communities) have seen a disproportionately higher share of employment growth in recent decades compared to a slower rate of growth in the City of Portland itself. The trend is expected to continue.

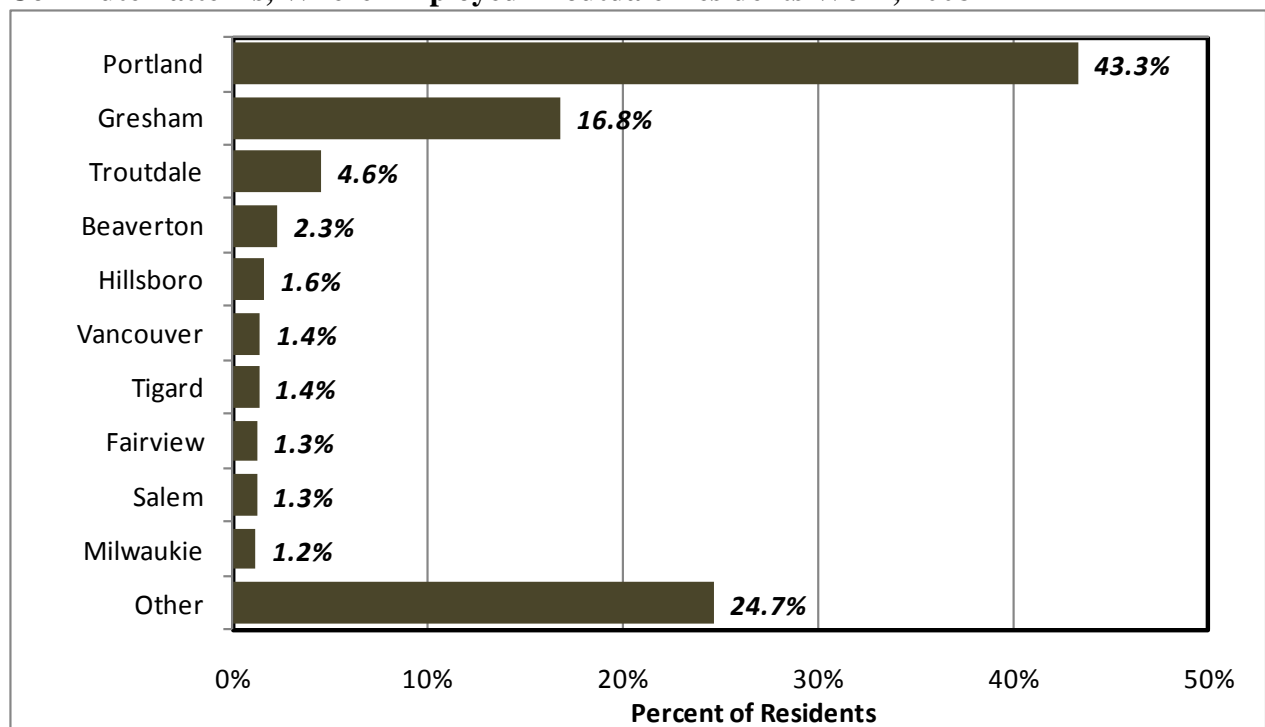
As a medium-size Metro area compared to West Coast cities like Seattle, Los Angeles and Bay Area, the Portland region remains an important secondary market and port location on the West Coast. It is an import/export point and a transport hub for the mid-Coast and the inland states beyond.

The region lacks an integrated economic development strategy; however, there is general agreement among local agencies on where the region’s basic strengths and opportunities lie. In general, the region seeks to enhance its role as a Pacific Rim city, not only as an active port, but also as the headquarters location of “traded sector” firms, which export their goods and services while bringing revenue back into the region. As of 2010, some key target industries are “green” technology, athletic and outdoor equipment, software, and advanced manufacturing.

### TROUTDALE EMPLOYMENT

The City of Troutdale has traditionally been a bedroom community, serving as a domestic locale for households seeking a quieter life on the outskirts of the metro area. A majority of the City’s working residents are employed outside of the City in other parts of the Metro area, such as Downtown Portland or other East Multnomah County communities.

#### Commute Patterns, Where Employed Troutdale Residents Work, 2008

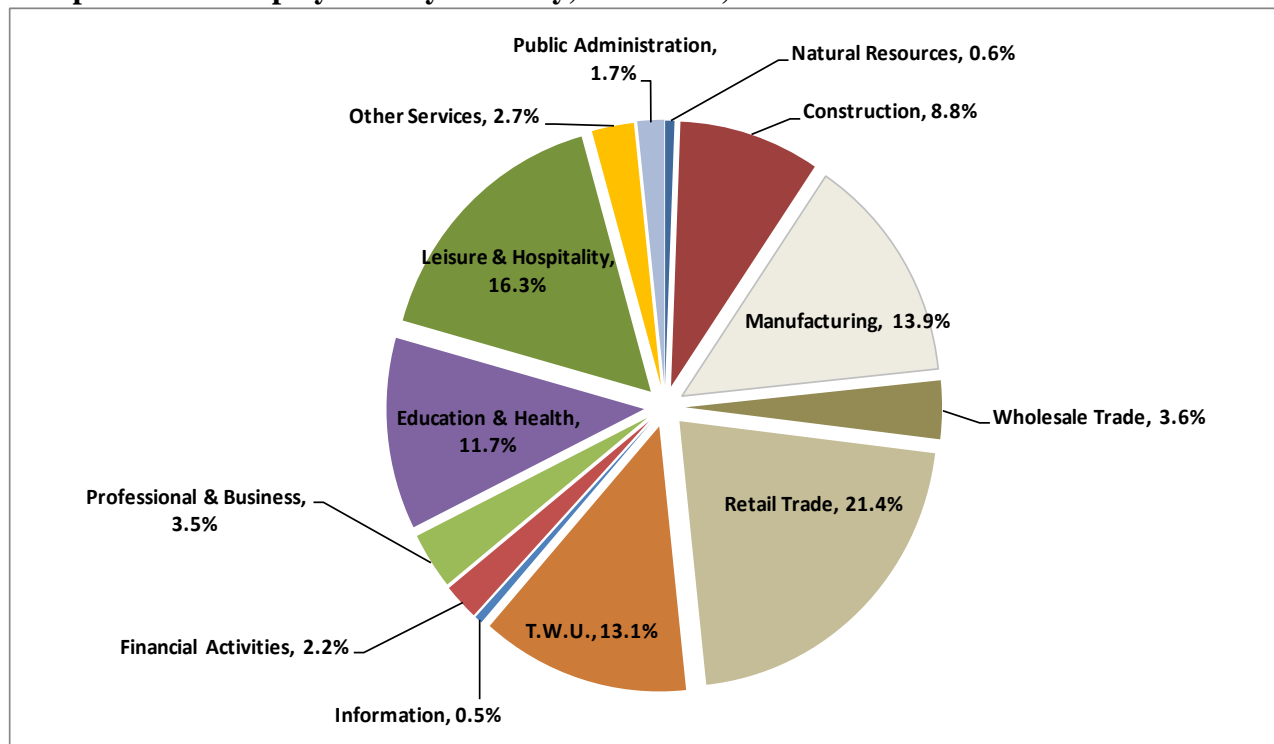


SOURCE: US Census Bureau

However, the local economy has not stagnated. The economy is driven largely by location advantages coupled with a range of specific industry trends. The City's transportation connectivity, with Interstate 84 providing ready access to the region, has led to the development of a transportation-related cluster where “Transportation and Warehousing” employment locally is over three times the national average.

At the gateway of the Columbia River Gorge, Troutdale also has a distinct retail and tourism advantage, with excellent visibility off the freeway. This has supported the growth of an intensive retail cluster in the city. As of 2010, the concentration of retail employment locally was nearly 60% higher than the national average.

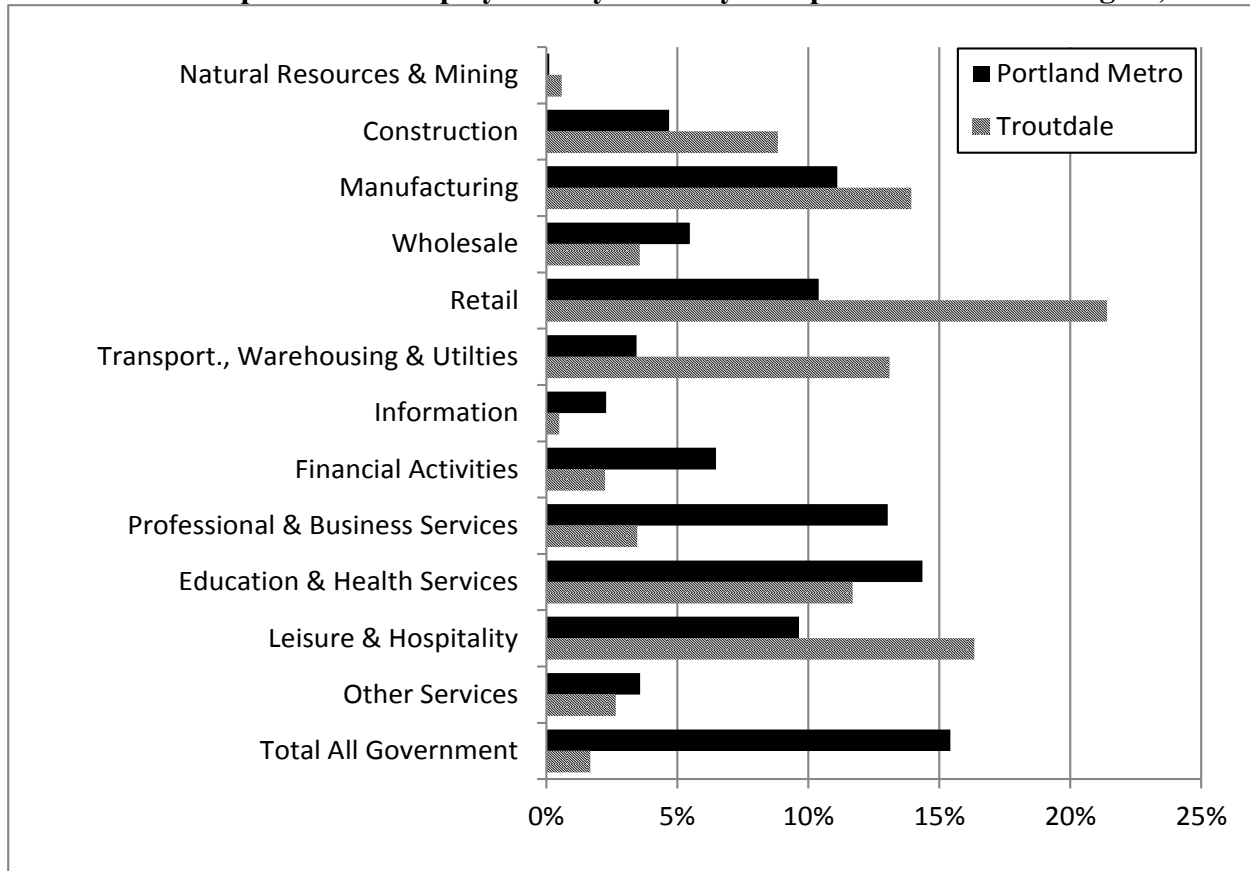
### Composition of Employment by Industry, Troutdale, 2010



SOURCE: Oregon Employment Department

The following figure shows a comparison of the distribution of Troutdale employment by sector to distribution of employment in the entire Portland Metro area by sector. This comparison shows where Troutdale seems to enjoy a competitive advantage.

**Troutdale’s Composition of Employment by Industry Compared to Portland Region, 2010**



SOURCE: Oregon Employment Department

When Troutdale is compared to the rest of the region, the city has a strong showing in multiple sectors including “Transportation, Warehousing and Utilities”, “Retail”, “Manufacturing”, “Leisure and Hospitality”. Compared to the region, Troutdale is strong in sectors which tend to use industrial and retail commercial space. The city is underrepresented by office-dependent employment, such as the finance, professional and business sectors, and government employment.

### PROJECTED EMPLOYMENT GROWTH

Employment in Troutdale is projected to grow at an annual rate of 1% over the coming decades. This is a slightly faster growth rate than the projected regional rate of 0.9% per year. Starting from



an estimated base employment level of 6,518 jobs, the next 20 years may see an increase of 1,462 jobs.

### Employment Forecast by Sector, Troutdale, Oregon (2010-2030)

Baseline Growth Scenario	Total Employment 1/					'10-'30 Change	
Employment Sector	2010*	2015	2020	2025	2030	Jobs	AAGR
Construction	459	471	483	495	507	48	0.5%
Manufacturing	636	672	710	750	792	156	1.1%
Wholesale Trade	183	187	190	194	198	15	0.4%
Retail Trade	1,243	1,306	1,373	1,443	1,517	274	1.0%
Transportation, Warehousing & Utilities	1,384	1,437	1,491	1,548	1,607	223	0.8%
Information	25	25	26	27	27	3	0.5%
Financial Activities	201	213	225	237	251	49	1.1%
Professional & Business Services	233	254	277	302	329	97	1.8%
Education & Health Services	859	917	978	1,043	1,113	253	1.3%
Leisure & Hospitality	997	1,059	1,124	1,193	1,266	269	1.2%
Other Services	210	223	237	252	269	59	1.3%
Government	88	92	96	100	105	17	0.9%
<b>Total</b>	<b>6,518</b>	<b>6,854</b>	<b>7,209</b>	<b>7,584</b>	<b>7,980</b>	<b>1,462</b>	<b>1.0%</b>

\* Estimate

SOURCE: Economic Opportunities Analysis, 2011, Johnson Reid LLC

### LOCAL ECONOMIC DEVELOPMENT ADVANTAGES

The following factors represent potential economic development advantages or opportunities for Troutdale:

#### Quality of Life (Amenity Values)

Amenity values (livability) are often characterized in the field of Economics and Economic Geography because amenity values have real economic consequences. While amenity values are qualitative and subjective in nature which can make them challenging to effectively characterize in quantitative economic terms, their real economic consequences make them worth identifying. Located on the edge of the Urban Growth Boundary, the City of Troutdale provides a highly livable community offering a smaller town character that is not common in the Portland Metro Area. Other unique elements contributing to the livability of the Troutdale community include:

- An attractive and pedestrian friendly Main Street downtown corridor;

- Proximity to the Multnomah Falls and the Columbia River Gorge;
- McMenamins Edgefield;
- Excellent fishing and river activities on the Sandy and Columbia Rivers;
- Lewis and Clark State Park;
- Close proximity to Mt. Hood recreation areas
- Pleasant City Parks; and
- The Columbia Gorge Premium Outlets.

### Competitive Advantages

The character and composition of community's economy is born out of its relative competitive advantages. Companies often locate and thrive in a specific community as a direct result of an advantage, be it a unique supply of a particular production input, broad regional connectivity, land supply characteristics, the presence of a specifically trained workforce, or unique existing industry cluster of like businesses within a specific industry, among many other factors.

*Transportation Linkages* - The Troutdale community is located at the gateway to the Columbia River Gorge along I-84, the principal east-west corridor connecting Portland to Boise and eventually Salt Lake City. With its location at the confluence of the Sandy and Columbia Rivers, Troutdale also offers excellent marine linkages as well. East-west rail access runs through the north part of town. Troutdale airport is located adjacent to the new Reynolds Industrial Park, and the Portland International Airport is less than 10 miles to the west.

*Desirable Vacant Land* - The Reynolds Industrial Park, operated by the Port of Portland, comprises roughly 350 acres of highly sought, industrial land in the metro area. This large assembly of land will provide ample room for economic expansion for many years.

### Economic Development Partnership Opportunities

*The Port of Portland* - The Port of Portland is likely to be a key economic development engine in Troutdale over the next 20 years and beyond. With over 200 acres of vacant industrial land remaining at the Reynolds Industrial Park, the port controls the vast majority of vacant employment land in the City. The port has full time economic development and recruitment resources. The Port's strategy for build-out of the Reynolds site will impact the economic landscape in Troutdale considerably over the planning period, with the potential to provide many well-paying jobs for local residents.

*Mount Hood Community College* - Mt. Hood Community College currently holds a sizable industrial property in the City, reportedly having previously held intentions of developing an industrial incubator concept at the site. As the central educational institution in the area, Mt. Hood Community

College will continue to support workforce and technical training for the resident workforce in coming years as well.

## **EMPLOYMENT GENERATING LAND USES**

Commercial areas in Troutdale will provide expanded opportunities for local employment in the future, particularly in the town center, and remaining retail and industrial lands.

The downtown area contains unique and diverse retail shops catering to a special market area. Convenience-oriented retail is located at the intersections of major arterials and is expanding along the south side of I-84. As the population of Troutdale and East Multnomah County grows, additional retail growth will be necessary to accommodate demand. Areas designated for future commercial development include a corridor along Stark Street between 257th Avenue and Hogan Road, west of 257th Avenue just north of Cherry Park, and the area between I-84 and the Union Pacific Railroad west of 257th Avenue.

Industrial areas play a vital role in the local economy. Light manufacturing, warehousing, distribution centers, and service operations are located in industrial areas north of I-84. Although a significant industrial base exists in this area, this type of employment is expected to expand in the future given the availability of large, prime industrial parcels and expanding public facilities.

The 2010 Economic Opportunities Analysis identifies excellent industrial growth potential, and yet still having a likely surplus supply of industrial land over the next 20 years and beyond. Given this reality, the City has identified portions of the County Farm property along Halsey Street as a good candidate for rezoning to allow alternate non-industrial employment uses, or mixed-use development. The County Farm site is in a central location in the City, near downtown and adjacent to the prominent McMenamins Edgefield complex. The site features various conditions and constraints that make it less suitable for industrial uses than many of the remaining industrial parcels in the City. The City believes it is a good candidate to provide a mix of uses which are not industrial, but still provide employment and meet other community objectives.

In addition to designating industrial and commercial areas, the City has created a Master Planned Mixed Use (MPMU) designation to provide an opportunity for additional economic development. This designation is intended for sites of 40 acres or more to provide for a mixture of land uses including light manufacturing, retail, restaurant, professional office, recreational, and accessory residential land uses.

**The City establishes the following policies to guide its future economic growth and prosperity.**

**EMPLOYMENT GENERATING LAND USE POLICIES**

1. Allocate commercial facilities in a reasonable amount and planned relationship to the people they will serve.
2. Allocate industrial areas where there is good access to regional and state transportation facilities.
3. Encourage and promote efforts to upgrade the quality of existing nonconforming industrial developments as the area grows.
4. Promote economic development and a diversified employment base within the City of Troutdale.
5. Preserve and promote the commercial district along Columbia River Highway between its intersection with Halsey Street on the west and Depot Park on the east as the Central Business District.
6. Maintain an adequate supply of land in the City's employment land use categories consistent with findings from employment land needs analyses.

**CENTRAL BUSINESS DISTRICT POLICIES**

1. Promote and enhance the downtown's role as a center of retail goods and consumer services for area residents and a premier attraction for visitors to the community. Provide an atmosphere conducive to investment.
2. Provide opportunities for a mix of commercial activity with moderate and high-density housing in a manner that will not compromise commercial uses.
3. Encourage a transportation system that will provide safe and convenient circulation for pedestrians, bicycles, automobiles, trucks, and public transit. Promote a system of pedestrian ways which connect the retail areas with the waterfront and residential areas, parking facilities, and open spaces. Provide parking to serve the needs of existing businesses and new developments.
4. Encourage development that is sensitive to physical attributes and constraints, and is cost effective for private development interests and public agencies.

5. Encourage the use of design elements on public and private lands that will promote the downtown as the Gateway to the Columbia River Gorge and Sandy River recreation areas. Encourage building and site designs that establish a unifying relationship with the overall design character of the downtown.
6. Provide public, and encourage private, open spaces adaptable to a wide variety of uses to include community entertainment, exhibition, and meeting spaces. Active use of these spaces should be promoted by utilizing kiosks, cafes, vending stands, and entertainment.
7. Provide facilities for people, such as public restrooms, outdoor furniture, and protection from the elements.
8. Preserve, protect, and dramatize historical structures and locations within the downtown whenever feasible. Encourage new development that is compatible with existing structures and functional characteristics of planned uses.
9. Encourage private business activity that results in high-paying jobs. Desirable employment uses with the potential for higher wage jobs include, but are not limited to, business and professional services, manufacturing, construction and research and development firms.
10. Encourage private business activity and investment through use of incentives and a regulatory environment that compares favorably with that of other comparable jurisdictions.

#### **TOWN CENTER PLAN POLICIES**

1. Focus retail commercial activity in the established CBD and do not allow large-scale commercial development to locate nearby if it will compete with the same market as CBD businesses.
2. Concentrate commercial retail activity along East Historic Columbia River Highway in the historic commercial downtown of Troutdale and within the riverfront redevelopment site.
3. Support the development and maintenance of a public plaza in the CBD.
4. Maintain a pedestrian focus in the established CBD.
5. Provide office employment opportunities in the town center area.
6. Allow a mixture of office and housing uses.

GOAL 9 – ECONOMIC DEVELOPMENT continued

7. Where appropriate and feasible, require new development to create pedestrian connections to neighborhood centers or to the town center.
8. Encourage development of a grocery store in the CBD. [Adopted by Ord. 804, ef 5/12/2011]

## GOAL 10 - HOUSING

[Amended by Ord. 805, ef. 5/12/11]

The City of Troutdale is committed to providing the opportunity for residents to obtain decent housing at appropriate densities, costs and locations. The City, through its land use planning process, has provided the opportunity for a diversity of housing types and locations.

The neighborhoods of Troutdale provide a safe, healthy, and aesthetically pleasing environment, highly identified with the quality of life in the City. Where possible, developed subdivisions have provided open space and retained natural areas with a spacious environment that is valued by the community. As additional low density residential land is developed, development standards will preserve the sense of openness and separation from the urban congestion of Portland. Within the City's town center, higher density development that is sensitive to Troutdale's small town feel is intended to create a more urban environment.

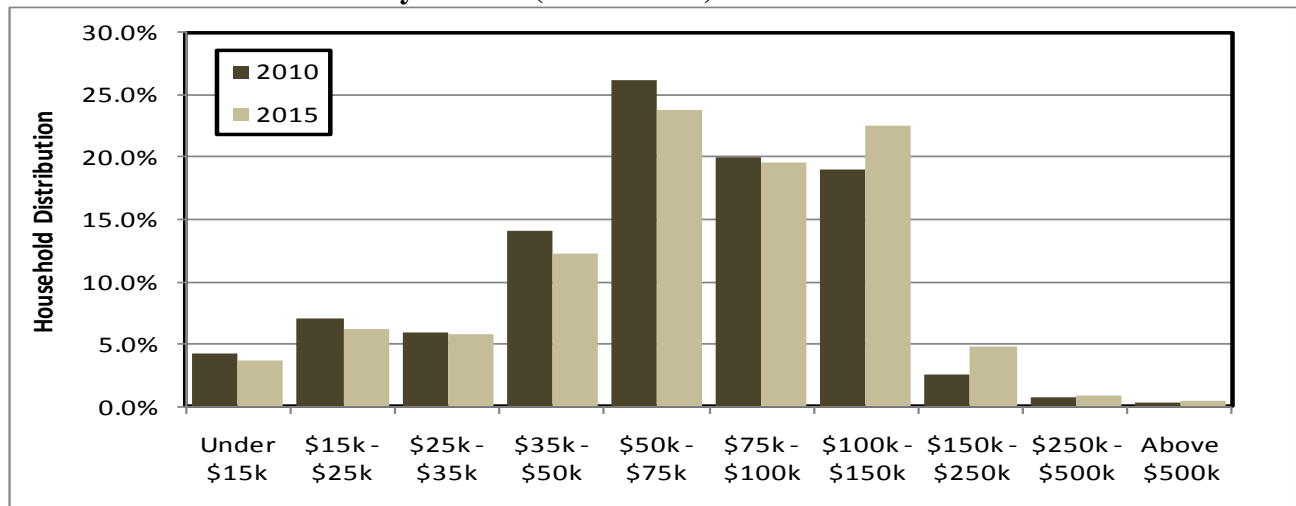
### DEMOGRAPHICS

In 2010, there was an estimated population of 15,595 people, living in 5,447 households (excluding group living situations). Average household size is 2.8 persons (compared to 2.5 statewide), pointing to a greater-than-average share of family households.

The Census American Community Survey estimates that the median age in Troutdale is 32.4 years, compared to 35.4 in Multnomah County as a whole. 23.9% of Troutdale's population is comprised of school-aged children, while 5.5% of the population is age 65 or older.

Median income in Troutdale is well above the County median income, at \$62,900 compared to \$49,000 per year. The bulk of households in the City make between \$50,000 and \$150,000 per year.

#### Distribution of Households by Income (2010 – 2015)



SOURCE: Claritas Inc., Johnson Reid LLC

## **CURRENT HOUSING INVENTORY**

The City's existing housing stock (as of 2010) consists primarily of detached, single-family dwellings, making up approximately 75% of the total units. Attached and multi-family housing types (duplex or more units) represent about 18% of the total and manufactured dwellings make up roughly 7%. The estimated total number of housing units in the City exceeds 5,900.

An estimated 74% of units are owner-occupied and 26% renter-occupied. Nearly 80% of units have been built since 1970.

## **FUTURE HOUSING NEED**

One of Troutdale's greatest assets is its housing affordability. Lower land prices, development costs and tax rates combine to make housing costs in Troutdale among the lowest in the Portland Metro region. Escalating housing costs within other parts of the region have placed additional demand for housing in Troutdale.

As the local population increases and diversifies, a variety of new housing types will be needed in the area. Housing analysis completed in 2010 projects that over 4,000 new residents might move to Troutdale over a 20-year period. There is a need for 1,761 new housing units by 2030, with a stronger emphasis on new ownership units. This is because analysis of the current supply finds a shortage of ownership units, and a surplus of rental units. Therefore, to rebalance the supply with the projected future need profile, more new ownership units will be needed than rental units, while the current surplus of rental units needs to be absorbed.

Of the new units needed, the largest share (44.5%) is projected to be single family types, due again to the stronger need for new ownership housing. The remainder will be some form of attached housing. The projected preferences for future unit types are based upon historically permitted units from the past ten years, cross referenced with the profile of currently available buildable lands, and how that will shape future inventory.

## **NEIGHBORHOOD DENSITY**

Metro's adopted 2040 Growth Concept sets the direction for the long-term growth management of the Portland Metropolitan area. Residential neighborhoods are a key component of this concept plan. Contained within the 2040 Growth Concept are identified residential design types referred to as "inner neighborhood" and "outer neighborhood". An inner neighborhood is characterized by its smaller lot sizes and higher density residential areas located in proximity to the employment, shopping, recreation, and other services found along main streets. The outer neighborhood is characterized by its larger lot sizes and lower density residential areas located farther away from the employment centers, shopping, recreation, and other services.



The City's Comprehensive Land Use Plan Map provides a variety of density opportunities. Consistent with state mandated housing rules, the planned mixture of residential uses provides the opportunity for an overall density in excess of eight units per net acre, with at least 50% of the new residential units being attached or multi-family.

Housing is provided through three residential designations: Low-Density Residential (LDR), Medium-Density Residential (MDR), and High-Density Residential (HDR). LDR provides for an average of five dwelling units per net acre, MDR provides for an average of 8.5 dwelling units per net acre, and HDR provides for an average of 21 dwelling units per gross acre. The City's land use regulations allow duplex and attached single-family dwellings in all residential zones except R-20. Manufactured home parks are permitted in the R-5 and R-4 districts. In addition, the Planned Development procedure may be used in all residential districts to achieve a 25% increase in density.

### **BUILDABLE LANDS INVENTORY**

Buildable land is defined as vacant land excluding land with a slope of 25% or greater, land within the 100-year floodplain and the regulated vegetation corridor of rivers, creeks, ponds and wetlands. Buildable land is suitable, available, and necessary for development over time. It may include platted, partially developed, and undeveloped land.

The City of Troutdale maintains a Buildable Lands Inventory which documents these lands. The inventory is updated annually.

### **THE CITY ESTABLISHES THE FOLLOWING POLICIES TO GUIDE DEVELOPMENT OF ITS FUTURE HOUSING.**

1. General.
  - a. Residential developments shall be located in close proximity to employment and shopping facilities to allow Troutdale residents easy, convenient access to job sites and shopping needs.
  - b. 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.
  - c. Establish minimum densities for new residential developments excluding residential dwellings built in conjunction with a commercial use. Require that new development achieve at least 80% of the maximum density per net acre allowed by the zoning district.
  - d. Allow development of housing for residents at all income levels in the city.

2. Attitudes.

- a. Recognize that builders and developers are providing a necessary and valuable service and promote mutual cooperation with builders and developers in carrying out the Comprehensive Plan Housing Policies.
- b. Commit to a workable partnership with developers in a spirit of cooperation, and develop adequate housing in a timely and efficient manner.
- c. Work with builders and developers in creating a positive image of the City of Troutdale as a desirable place to live, work, and do business.

3. Fees and Charges.

- a. Ensure that fees and charges are not arbitrary, unfair or unnecessary.
- b. Review fees and charges annually to determine if they are as reasonable and as fair as possible.
- c. Fees and charges directly attributable to growth shall be tied to capital improvement projects that are needed to accommodate growth. Services and facilities that benefit the general public should be shared by the general public.

4. Ordinances and Standards.

- a. Recognize that the Development Code should set the minimum standards and not go beyond issues which are essential for the public health, safety, and welfare.
- b. Adopt standards for zone changes and subdivision plat reviews which are clear, nonarbitrary, and objective.
- c. Periodically review standards to determine whether they are vague, discretionary, or subjective and take necessary action to make these standards clear and objective.

5. Time.

- a. Recognize the increasing cost of time delays. Streamline the land development and permit issuance processes where possible to reduce unnecessary delays.
- b. Schedule Planning Commission meetings twice a month, when necessary, if the developer can provide answers within that period, in order to prevent an unnecessary one-month delay.

6. Alternative Housing Types.

- a. Maintain an adequate supply of land to provide for housing types within the City's residential land use categories consistent with findings from housing needs analyses.
- b. Recognize condominium ownership as a legitimate and affordable housing alternative.
- c. Recognize the need for housing for senior citizens and other residents in the city with special needs, such as physical or other disabilities. Allow senior center and special needs complexes, or other developments that serve primarily senior citizens and those with special needs.
- d. Recognize single-family attached homes as a legitimate and desirable alternative to single-family detached homes and allow them in areas designated for high and medium density residential development.
- e. Recognize the use of "zero lot line" siting as a method of increasing the usable outdoor area of a detached single-family lot.
- f. Recognize multiple-family dwellings as a legitimate and needed housing type in Troutdale and allow multiple-family developments in areas designated for such in the Comprehensive Plan.
- g. Allow a mix of housing types as part of a Planned Development as an attractive and desirable alternative to providing just a single type of housing in a subdivision.
- h. Allow a mix of multiple-family dwellings and professional offices, or limited commercial, in the high density residential areas and town center planning area outlined in the Comprehensive Plan.
- i. Allow manufactured homes parks as an affordable alternative housing type in areas designated medium density residential.
- j. Provide for manufactured home park developments under clear and objective standards.

7. Neighborhood Character.

- a. Consider the need for neighborhood identity during the subdivision review process in terms of street patterns and lot arrangement, access to major streets, and relationship to surrounding land uses.

- b. Allow the establishment of neighborhood groups in order to give citizens within a neighborhood more identity with that particular neighborhood.
- 8. Housing Rehabilitation.
  - a. Pursue methods of improving the quality of deteriorated housing stock, particularly in the downtown area, in order to upgrade the total housing stock.
  - b. Identify easy, low-cost incentives the City can offer to homeowners to repair and upgrade poor quality housing stock.
- 9. Housing Quality. Enforce the codes mandated by the State of Oregon for residential dwellings, recognizing that all codes are minimum codes. Encourage the construction of high quality homes appropriate to the local climate. “Quality” shall be in relationship to the structural aspects of the home and not the size, design, or type of home. [Adopted by Ord. No. 805, ef. May 12, 2011]

## GOAL 11 - PUBLIC FACILITIES AND SERVICES

[Amended by Ord. 823, ef. 6/27/14]

### Public Facilities Plan

The Comprehensive Plan provides basic information about water, sanitary sewer and storm drainage facility needs over the next twenty years, including a list of needed projects, maps showing the locations of those projects and policy language regarding coordination with other providers of these services in Troutdale. More detailed information about existing and future public facility needs is found in the City's Public Facilities Plan adopted by the City as an implementing element of this Comprehensive Plan.

### Needed Facility Projects

Per Oregon Administrative Rule requirements, the following public facility project list is incorporated in this Comprehensive Plan, consistent with the City's adopted Public Facilities Plan (PFP) and individual infrastructure Master Plans for water, sanitary sewer and stormwater drainage facilities. However, inclusion of this list in the Comprehensive Plan does not result in an obligation on the part of the City to build the projects listed below as described in the PFP or to meet the timeframe listed for the projects in the PFP. The project list is based on known regulatory requirements and current or previous assumptions about growth and the direction of future development. The list is intended only to provide a general indication of the facilities needed to support future growth. If growth trends change, or if new regulations are imposed on the City, or if technologies emerge that satisfy needs using different methods than those assumed in master plans, the City may revise its public facilities investment strategy without amending the Comprehensive Plan or PFP.

#### Sanitary Sewer System

<b><i>Sewer Pipe Upgrades</i></b>
Sewer pipe upgrades South Buxton Road
Sewer pipe upgrades Lower Beaver Creek No. 1
Sewer pipe upgrades Lower Beaver Creek No. 2
Sewer pipe upgrades Lower Beaver Creek No. 3
Sewer pipe upgrades Lower Beaver Creek No. 4
Sewer pipe upgrades Lower Beaver Creek No. 5
Sewer pipe upgrades Troutdale Road
Sewer pipe upgrades Airport/Graham Road
Sewer pipe upgrades PS 9 Trunk
<b><i>Pump Station and Force Main Improvements</i></b>
Pump Station/Force Main Upgrades PS-1

GOAL 11 PUBLIC FACILITIES AND SERVICES continued

Pump Station Upgrades PS-2
Pump Station Upgrades PS-5
Pump Station Upgrades PS-7
Pump Station Upgrades PS-9
<b><i>Sewer System Extensions</i></b>
Reynolds Industrial Park sewer extension

Water System

<b><i>Connectivity Projects</i></b>
Pressure Zone 5 Fire Flow Improvements
Serve South Urban Plan Area
Serve Strebin Farm area
Rehab Booster Pump Sta. #2
Rogers Road Loop
Beaver Creek Crossing
Jackson Park Road Waterline
Reservoir 5 to Zone 1 Line
<b><i>Supply Projects</i></b>
Comprehensive Well Assessment
Well 2 Perform. Monitoring
New Well 9
Well 8 Assessment/Rehab
Well 3 Assessment/Rehab
Well 6 Assessment/Rehab
Well 7 Assessment/Rehab
Improving Water Quality
Recoat Interior of Steel Reservoir
<b><i>Resiliency Projects</i></b>
Reservoir Seismic Study
New Above Ground Storage Reservoir
Reservoir 2 Seismic Improvements
Reservoirs 1, 3, 4 Seismic Improvements

Storm Drainage System

<b><i>North Troutdale Drainage Projects</i></b>
Salmon Creek Weir Improvement
Arata Creek Drain Line – Marine Dr to Salmon Creek
South Arata Creek Culvert Improvement
Columbia River Highway Bypass
Marine Drive Curve Bypass South of Airport
NW Graham Road Storm Drainage
NW Dunbar Avenue Storm Drainage
<b><i>South Troutdale Drainage Projects</i></b>
Low Impact Development (LID) Pilot Project Subbasin SR080*
Pipe Upsizing South Buxton Road
Curb Installation Between SE 15th Street and SE 16th Court
Pipe Upsizing SE 21st Street
Pipe Upsizing NW 257th Avenue*
Sandee Palisades Detention Pond Retrofit Subbasin SR220
Strawberry Meadows Detention Pond Retrofit Subbasin BC210
Vegetated Infiltration Facility (Retention Pond) Weedon Park (Subbasin BC300)
Stuart Ridge Detention Pond Retrofit Subbasin BC590
Vegetated Infiltration Facility (Rain Garden) Sweetbriar Park (Subbasin BC920)
Stormwater Planters (Green Streets) SE Evans Street (Subbasins BC510 and
Stormwater Planters (Green Streets) SW 21st Avenue (Subbasin BC200)
<b><i>South Troutdale Road Drainage Projects</i></b>
Alternative 1 - North of Cochrane Road
Alternative 5 - South of Cochrane Road

**Public Facility Provider Policies and/or Agreement**

Following is a summary of information related to coordination between the City of Troutdale and other water, sewer and storm drainage providers in the area.

- **Water Services.** The City of Troutdale is the sole provider of potable water services within the boundaries of the City. It has interties and emergency service agreements with the cities of Gresham, Fairview and Wood Village.
- **Sanitary Sewer Services.** The City of Troutdale is the sole provider of sanitary sewer services within the boundaries of the City.

## **Storm Drainage**

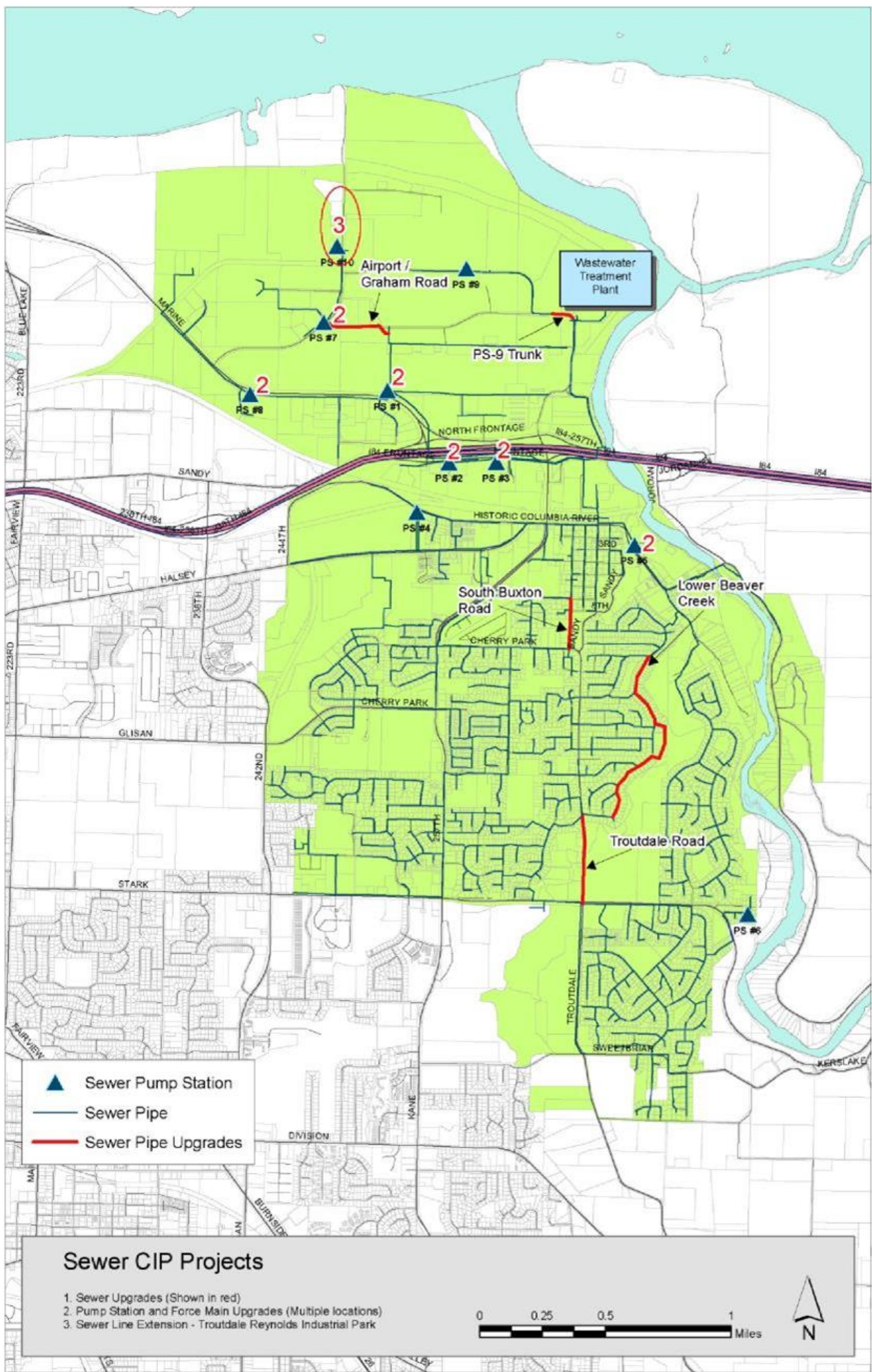
The City is the primary provider of storm drainage services within the City. Multnomah County and the Oregon Department of Transportation provide storm drainage facilities associated with their respective roadways, and in certain cases the City and County systems interconnect. The Sandy Drainage Improvement Company provides storm drainage and flood control facilities and services in the North Troutdale area in conjunction with the City's systems, as described in the Public Facilities Plan and the North Troutdale Storm Drainage Master Plan. The City coordinates storm drainage services with that District pursuant to those plans, as well as with the Oregon Department of Environmental Quality, the Oregon Department of Transportation, Multnomah County, neighboring jurisdictions, and City residents.

## **Maps of Needed Projects**

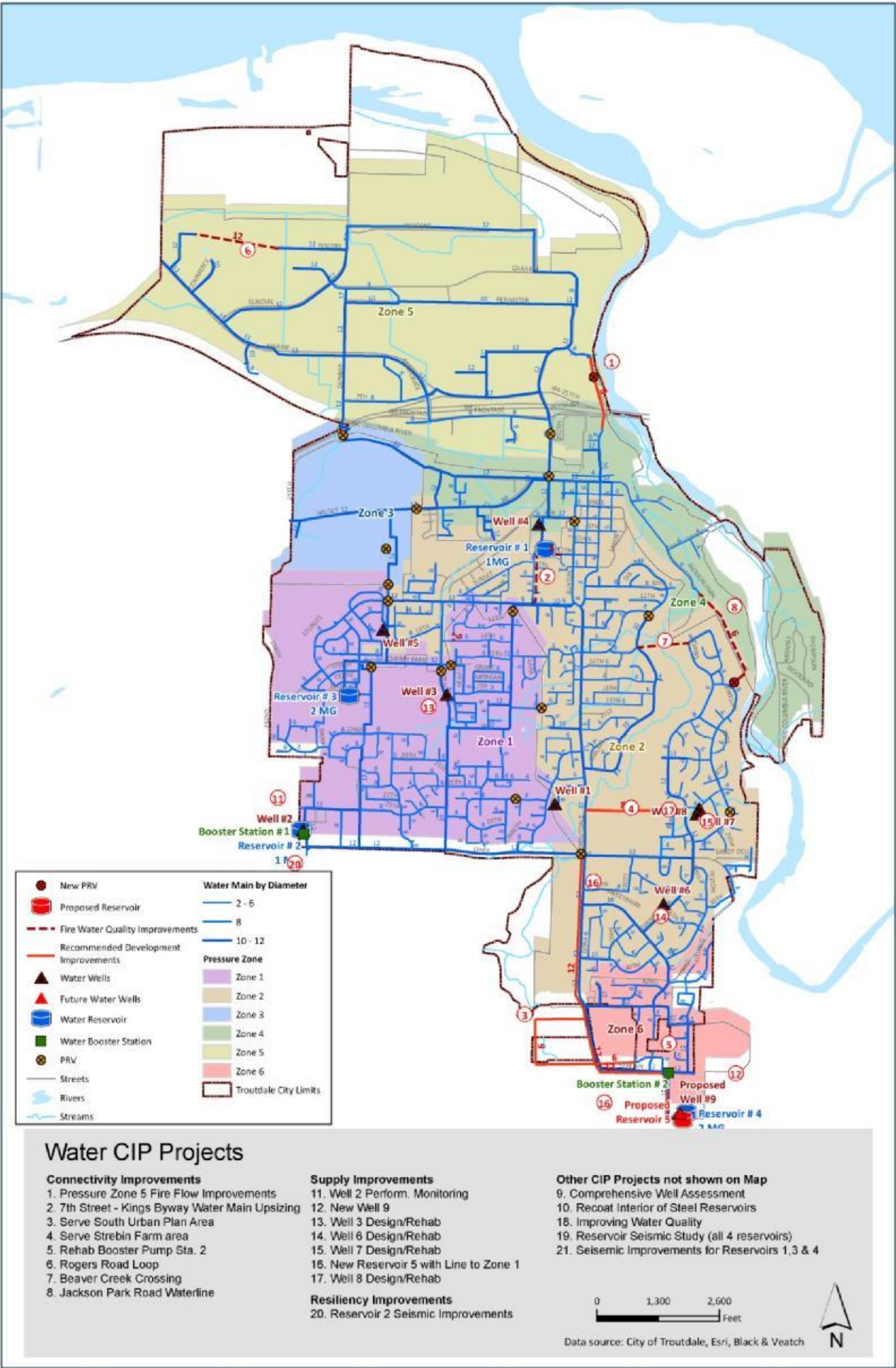
The maps that follow show the location of needed projects for the City's water, sanitary sewer, and storm drainage systems.

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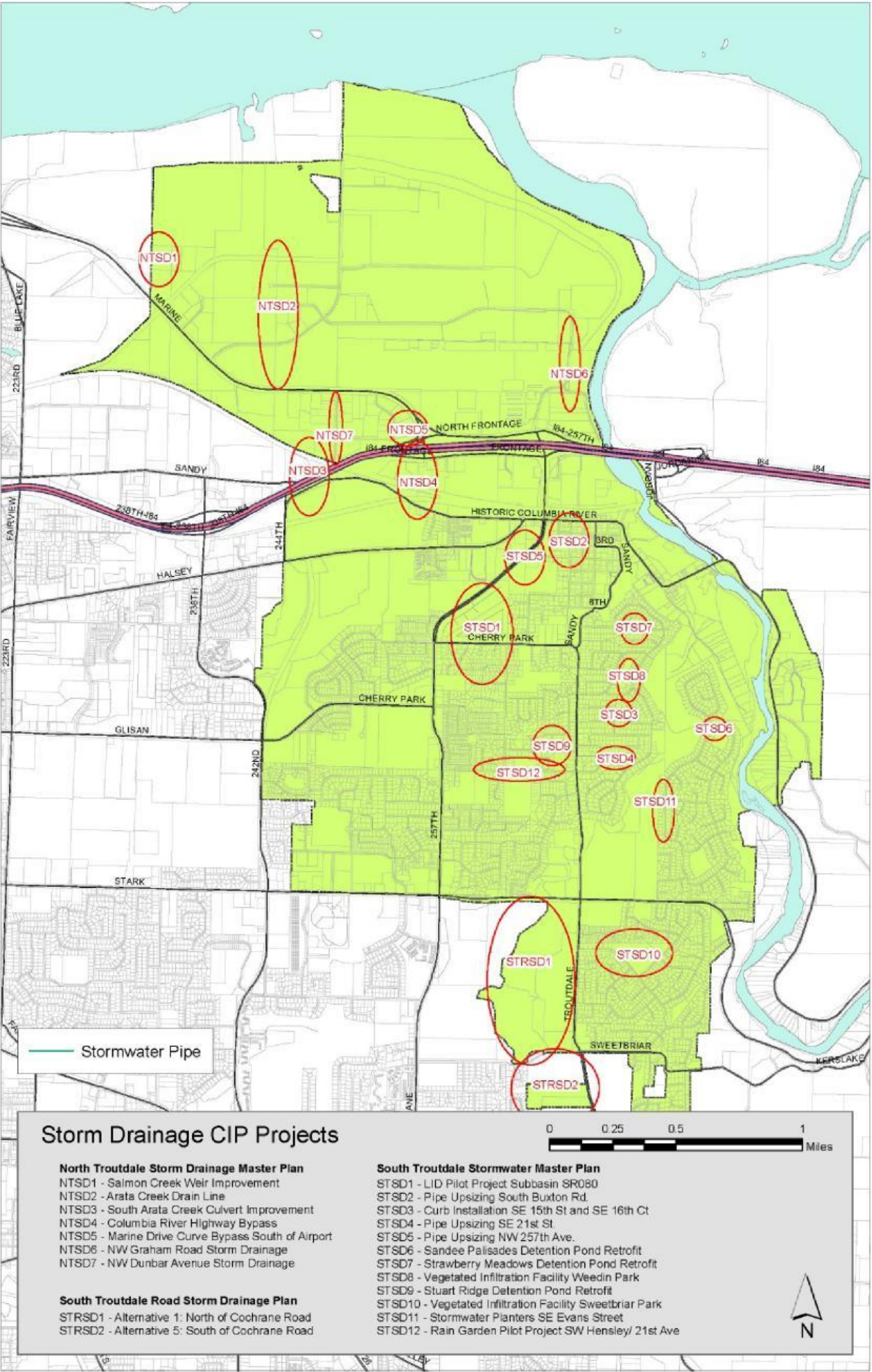












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## **GOAL 12 – TRANSPORTATION**

[Amended by Ord. No. 820, effective May 8, 2014]

### **TRANSPORTATION SYSTEM PLAN**

The City of Troutdale has prepared and adopted a Transportation System Plan (TSP) as the transportation planning element of the Comprehensive Plan. The TSP contains policies related to the provision of transportation facilities and services, as well as information about current and needed future transportation facilities, costs and funding. The TSP should be referenced for policies and other specific information about transportation facilities in Troutdale.

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## **GOAL 13 - ENERGY CONSERVATION**

The City of Troutdale encourages energy conservation and wise use of resources.

### **CONSERVATION**

The City of Troutdale adopted a City Energy Management Policy in 1985 to increase energy conservation in municipal buildings and facilities. City streetlights are gradually being converted to sodium vapor. The Public Works Division keeps gasoline consumption records of its public works fleet to monitor vehicle efficiency.

### **NON-RENEWABLE ENERGY SOURCES**

The Troutdale area has no non-renewable sources of energy, such as natural gas, oil, nuclear, or geothermal. Should any be discovered in the future, additional study will be necessary to determine the degree of hazard associated with resource development close to an urban area.

### **RENEWABLE ENERGY SOURCES**

Renewable energy sources in the Troutdale area include the sun, wind, water, and agricultural and domestic wastes.

#### **Solar**

A regional solar study indicates that an average of 314 Langleys per day fall on a square foot of land in this region. This converts to about 478 megawatts per square mile or 3.69 BTU's per square foot. Studies by the Oregon Department of Energy indicate that the roof area of a typical house is sufficient to produce all electrical needs for the house with enough left over to recharge an electric car.

The City participated in the Portland Metropolitan Solar Access project, a solar access protection program funded by Bonneville Power Administration. The project, which began in 1986, involved Troutdale and 21 other jurisdictions in developing solar access ordinances that protect existing and new residential developments. Troutdale adopted solar ordinances in September 1988.

#### **Wind**

Wind is another renewable energy source. However, wind generators are economical only when no other source is available. The cost of energy from this source has been found to be higher than energy available from public utilities in this area. At some time in the future, Troutdale may be able to utilize the east wind blowing from the Columbia River Gorge as an energy source.

**POLICIES**

1. Offer incentives for the use of more energy-efficient techniques through the Development Code.
2. Recognize the increasing importance of solar orientation in the subdivision and design review processes.
3. Promote energy-efficient land use location.
4. Ensure energy-efficient provision of facilities and services.
5. Promote and facilitate the retrofitting of homes and commercial/industrial facilities for energy conservation.
6. Promote the use of alternative energy sources.



## **GOAL 14 – URBANIZATION**

[Amended by Ord. No. 826, ef 9/26/2014]

The City of Troutdale’s policy is to provide for an orderly and efficient transition from rural to urban land use and to provide urban services ultimately from Strebin Road to the Columbia River.

### **TRANSITIONS**

The City has signed an Urban Planning Area Agreement (UPAA) with Multnomah County. The City has agreed to provide certain services and coordination of planning for areas north and south of Troutdale which are presently outside the City limits but within the Urban Growth Boundary. The agreement has been in effect since 1979.

### **CITY BOUNDARIES**

The City recognizes the existence of the Urban Growth Boundary (UGB), established by the Columbia Region Association of Governments (CRAG) in 1979, and now administered by the Metropolitan Service District (METRO).

The City also recognizes that the UGB does not include lands south of the present City limits where the City has planned for extension of services. The “Strebin Road Study Area - A Comprehensive Plan Supplement” is a report on this area submitted to CRAG in 1979. The Public Facilities Plan also discusses service provision outside the City limits.

To the north of the present City limits, Troutdale intends to eventually annex to the Columbia River within the UPAA and the UGB.

The City recognizes that METRO has established standards and criteria for reviewing requests for amendment to the UGB.

Oregon Land Use Law (ORS 195.025; 195.036) requires Metro to coordinate its regional population forecasts with local governments inside the UGB for use in updating their comprehensive plans, land use regulations, and related policies. Over a two-year period from October 2010 to October 2012, Metro went through a highly technical analysis process to produce twenty-year population and employment forecasts for the entire Portland metropolitan area based upon expected land supply and demand. Using land use and transportation modeling to match demand with supply, the forecast was then distributed between each of the local jurisdictions in the region. Troutdale’s official population forecast for the Year 2035 is 17,038 people and its employment forecast is 10,011 jobs.

The Metro Council adopted the regional forecasts in November 2012. The Oregon Land Conservation and Development Commission requires every local jurisdiction within the Metro region at the time of periodic review to adopt the final Metro forecast. This ensures consistency by the local jurisdiction when applying population and employment forecasts in subsequent planning work.

## **POLICIES**

1. Provide for orderly and efficient use of the land.
2. Annex those areas within the City's planning area when services are requested.
3. Coordinate land use actions within the Troutdale planning area with Multnomah County.
4. Encourage economy in residential lot sizes, infill development, and extension of the commercial/industrial tax base.
5. Extend city-provided services outside the corporate limits of the City of Troutdale to contiguous or neighboring territory as the City Council shall, from time to time, determine to serve.
6. For planning purposes, the City shall use Metro's forecasted population and employment numbers.

**GOAL 15 - WILLAMETTE RIVER GREENWAY**  
**GOAL 16 - ESTUARINE RESOURCES**  
**GOAL 17 - COASTAL SHORELANDS**  
**GOAL 18 - BEACHES AND DUNES**  
**GOAL 19 - OCEAN RESOURCES**

There are no resources governed by Goals 15, 16, 17, 18 and 19 within Troutdale.

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## **PLAN EVALUATION AND AMENDMENT**

The Troutdale Plan is a year 2000 plan with the basic plan concept and goals expected to remain valid until then. However, it is difficult to accurately project growth, land use need, and changing economic conditions for any period of time. While continuity is one strength of comprehensive planning, the ability to adapt to changing needs and conditions is a necessity. The Plan must achieve a balance between offering flexibility and maintaining a degree of permanence and reliability.

The purpose of this section is to ensure that the Troutdale Plan is responsive to changing conditions and trends, that opportunities for citizen and agency involvement in the planning process are provided, and that there is adequate factual information for all land use decisions and actions.

### **POLICIES**

1. Conduct an annual review to determine what, if any, amendments are necessary.
2. Review an annual report from the Planning Commission in January of each year which should include, at a minimum:
  - a. A general review of the factual base (Inventory).
  - b. An evaluation of the effectiveness of plan policies and implementing measures in meeting community goals and objectives.
  - c. Recommended amendments, if any, to the Plan and/or implementing measures.
3. Involve citizens and affected agencies in all phases of plan review, evaluation, and amendment.
4. Plan amendments may be initiated by:
  - a. City Council or Planning Commission.
  - b. An individual, organization, or the Director of Community Development.
5. Notice of proposed plan amendment proposal will be mailed to the Chair of the Citizen Advisory Committee 30 days in advance of a scheduled public hearing and the Chair shall convene the CAC not later than 14 days prior to the hearing.
6. All Plan amendments shall be considered at public hearings before the Planning Commission and City Council in accordance with state law, City Charter, and appropriate ordinances.

7. Plan amendment hearings shall be conducted under the following procedures:
  - a. The Planning Commission shall conduct a public hearing on the proposed amendment at its earliest practical meeting time after the amendment is proposed.
  - b. Prior to the Planning Commission hearing, the Community Development staff shall review the proposed amendment and prepare a report to the Planning Commission.
  - c. Within 40 days of the hearing, the Planning Commission shall recommend to the City Council approval or rejection of the proposed amendment. It shall take a majority vote of the Planning Commission in favor of the proposal to recommend to the City Council that the Plan be amended.
  - d. The Planning Commission shall consider amendment requests to the Comprehensive Plan at regularly advertised meetings. This may be waived by majority action of the Planning Commission.
  - e. After receiving the recommendation of the Planning Commission, the City Council shall hold a public hearing on the proposed amendment.
  - f. The City Recorder shall maintain records of all plan amendment hearings and adopted amendments of the Comprehensive Plan.
  - g. Consideration of plan amendments should be based on:
    1. Meeting the overall intent of the Plan.
    2. Citizen review and comment.
    3. Input from affected governmental units and other agencies.
    4. Short- and long-term impacts of the proposed change.
    5. Additional information as required by the Planning Commission or City Council.