



CITY OF TROUTDALE

“Gateway to the Columbia River Gorge”

AGENDA

CITY COUNCIL – REGULAR MEETING

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

Tuesday, May 26, 2020 – 7:00PM

Mayor
Casey Ryan

City Council

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

City Manager

Ray Young

City Recorder

Sarah Skroch

Meeting Participation During COVID-19 Social Distancing Order

Watch on T.V: City Council Regular Meetings will be broadcast live on Comcast Cable Channel 30 (HD Channel 330) and Frontier Communications Channel 38 and replayed on the weekend following the meeting - Friday at 4:00pm and Sunday at 9:00pm.

Watch on Zoom: Submit an email to info@troutdaleoregon.gov by 5:00pm on Monday, May 25th to request to be sent an invitation to watch via Zoom.

Submit Written Public Comment: Written public comment can be submitted via email to info@troutdaleoregon.gov and must be received by 5:00pm on Monday, May 25th.

In-Person Public Attendance: Members of the public may attend the meeting in person however the number of people in the room shall not exceed 10 and people will be spaced a minimum of 6 feet apart.

1. **PLEDGE OF ALLEGIANCE, ROLL CALL, AGENDA UPDATE.**
2. **PUBLIC COMMENT:** Public comment on non-agenda and consent agenda items is welcome at this time. *Public comment on agenda items will be taken at the time the item is considered. Public comments should be directed to the Presiding Officer, and limited to matters of community interest or related to matters which may, or could, come before Council. Each speaker shall be limited to 5 minutes for each agenda item unless a different amount of time is allowed by the Presiding Officer, with consent of the Council.*
3. **CONSENT AGENDA:**
 - 3.1 **MINUTES:** April 28, 2020 City Council Regular Meeting.
 - 3.2 **RESOLUTION:** A resolution approving an amendment to the Intergovernmental Agreement with Multnomah County for Business Income Tax.
4. **UPDATE:** Regional update from Metro Councilor Shirley Craddick.
Shirley Craddick, Metro Councilor
5. **DISCUSSION:** A discussion on Proposed Housing Strategy.
Beth Goodman, ECONorthwest

6. **DISCUSSION:** A discussion on renewal and expansion of SDC reductions for restaurants.
Ray Young, City Manager

7. **PUBLIC HEARING / ORDINANCE (Introduced 5/12/20):** An ordinance amending Troutdale Municipal Code Title 10 – Vehicles and Traffic.
Chris Damgen, Community Development Director & Joe Storagee, Code Compliance Officer

8. **PUBLIC HEARING / ORDINANCE (Introduced 5/12/20):** An ordinance amending Troutdale Municipal Code Chapter 2.48 – Elections.
Ed Trompke, City Attorney

9. **STAFF COMMUNICATIONS**

10. **COUNCIL COMMUNICATIONS**

11. **ADJOURNMENT**



Casey Ryan, Mayor
Dated: May 20, 2020

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

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

DRAFT

MINUTES
Troutdale City Council – Regular Meeting
Troutdale Police Community Center – Kellogg Room
234 SW Kendall Court
Troutdale, OR 97060

Tuesday, April 28, 2020 – 7:00PM

1. PLEDGE OF ALLEGIANCE, ROLL CALL, AGENDA UPDATE

Mayor Ryan called the meeting to order at 7:00pm.

PRESENT: Mayor Ryan, Councilor Ripma, Councilor Lauer, Councilor Kranz, Councilor White, Councilor Moon and Councilor Hudson.

ABSENT: None.

STAFF: Ray Young, City Manager; Sarah Skroch, City Recorder; Ed Trompke, City Attorney; Erich Mueller, Finance Director and Chris Damgen, Community Development Director

GUESTS: See Attached.

Mayor Ryan asked, are there any agenda updates?

Ray Young, City Manager, replied there are no updates.

2. PUBLIC COMMENT: Public comment on non-agenda and consent agenda items is welcome at this time.

<0:00:53>

Ray Young read a statement by Paul Wilcox, Troutdale resident (attached as Exhibit A to these minutes).

3. CONSENT AGENDA:

3.1 MINUTES: February 4, 2020 City Council Work Session; February 25, 2020 Joint Meeting – City Council and Community Enhancement Grant Program Committee Regular Meeting and March 10, 2020 City Council Regular Meeting.

3.2 RESOLUTION: A resolution approving reimbursement of Legal Defense Expenses to Rich Allen for the matter of Eastwinds Development vs. Rich Allen pursuant to the adopted Public Body Legal Defense Policy.

<0:04:25>

MOTION: Councilor Ripma moved to approve the consent agenda. Seconded by Councilor Lauer.

Motion Passed 7-0.

4. RESOLUTION: A resolution strongly supporting and ratifying the Mayor's citywide Declaration of Emergency issued in response to the Covid-19 pandemic and other necessary measures.

<0:05:15>

MOTION: Councilor Lauer moved to approve the resolution strongly supporting and ratifying the Mayor's Declaration of Emergency issued in response to the Covid-19 pandemic and other necessary measures. Seconded by Councilor Ripma.

VOTE: Councilor Hudson - Yes; Councilor Ripma - Yes; Councilor Lauer - Yes; Councilor Kranz - Yes; Mayor Ryan - Yes; Councilor White - Yes and Councilor Moon - Yes.

Motion passed 7-0.

5. DISCUSSION: COVID-19 Emergency

<0:10:47>

Mayor Ryan stated he's been having Ray put some posts on the City's Facebook page over the last few weeks to encourage people to do what the Governor is asking the citizens to do and show compassion.

<0:14:33>

Ray Young stated because of the COVID issue the staff is proposing a change in the Budget Committee process. The proposal is to try to do it all in one meeting on May 18th starting at 6:00pm and trying to get done by 9:30pm. The budget should be printed and available by Monday, May 4th with time to go over it and ask any questions beforehand. We would have it in the Sam Cox Building because it is large enough for everyone to be present and be able to maintain social distancing.

Councilor Ripma stated he was concerned with the meeting only being one night and having everyone together in one room.

Councilor Moon stated he thinks it's okay to have 3 or 4 people in a room for budget with a display and the rest in a Zoom meeting.

Councilor White stated his preference for the budget meeting would be to do it on a Zoom meeting. It would be safer and there would be no need to rush to get it done in one night.

Councilor Hudson stated he thinks the virtual meeting is better.

Council Kranz stated she feels like everybody gets the Zoom meetings at this point. An idea would be to have an option to come in with a capacity number. She prefers not to be in contact with anyone. She would also like the budget committee meeting to be a minimum of 2 nights.

Councilor Lauer stated it would be great to get it done in one meeting, but he doesn't see that happening. He appreciates the people who have concerns about wanting to be socially distant for the meetings and doing them by Zoom.

Councilor Kranz stated someone should consult Chair Staffenson and check his comfort level with doing meetings by Zoom.

<0:26:25>

Mayor Ryan stated it sounds like there needs to be a combination of people who want to do the meetings in person and make sure there is the right spacing, people who want to do it by Zoom and to get the meetings done in a no more than two nights with a time limit each night. Erich and Ray can get together and discuss ideas presented tonight.

<0:36:17>

Ray Young stated another issue is possibly amending our ordinance to allow for a \$25 fee in lieu of the 25 signatures. Ed Trompke and his staff can do a draft and put it on the agenda for May 12th and do the second reading on May 26th and have it in effect by June 3rd.

Councilor Hudson stated he likes Troutdale's system where candidates must petition and can't just file by fee. He worries that once the City implements the filing by fee, it will never go back to normal again. He would rather waive the petition requirement this year and then revert to normal next year.

Councilor Kranz stated she agrees with Councilor Hudson. She's not comfortable with the pay your way situation.

Councilor Ripma stated he has always strongly favored Troutdale's system. He's willing to waive the petition requirements for this year. He asked if the City could do an emergency order for just this year instead of doing an amendment.

Ed Trompke replied he understood that is a request for just this year, a temporary revision due to the COVID-19 emergency.

Councilor Hudson stated he thinks if the change is made temporary there will be a lot of pressure for it to become permanent. He doesn't see a reason to charge a fee.

Ed Trompke stated \$25 is just enough to prevent any abuses and he encouraged the Council to use some caution.

Councilor Ripma stated he favors the \$25 fee.

Councilor Moon stated he doesn't think it would be hard for someone to get 25 signatures socially, through email or Facebook. He's worried the change to the \$25 fee will be extended to future elections.

Councilor Kranz stated she thinks the Council should have some creative ideas and possibilities to retain the home rule.

Mayor Ryan stated the first reading will be on the 12th and if people have other opinions it can be discussed at that time.

<0:51:32>

Ray Young asked Council if there were any other issues, they would like staff to explore.

Mayor Ryan stated opening the playground equipment on May 1st has been brought up and he would like to be cautious.

Councilor Lauer stated he agrees it's safer to wait and tread lightly.

<0:55:41>

Councilor Hudson stated the City has access to mediation services through East Metro Mediation as a possible solution for renters and landlords for deferred rent payments that will come due and with tenant/landlord disputes that may occur. He would like to spread information to the public for the mediation services.

Ray Young stated he will get the mediation services information to Kevin Mooney, the City's electronic media specialist to post a link on Troutdale's webpage.

Councilor Ripma stated he agrees with treading lightly as far as opening parks.

Councilor White asked if staff was posting on Facebook or through the Champion about services that are still open for vulnerable people like Meals on Wheels.

Ray Young replied that he would check on that and make sure social services has a place on those for people to connect to.

Councilor Ripma asked if citizens can call in to make public comment for Council meetings.

Ray Young replied he will let people know if they contact Sarah, they can get the information to call in.

6. STAFF COMMUNICATIONS

<1:04:08>

Ray Young provided the following staff communications:

- Wednesday, May 6th, the Citizens Advisory Committee will be entertaining their recommendation for the PAL voting with a Zoom meeting. Contact Chris Damgen if you would like to be involved in the Zoom meeting.
- Thursday morning the County Commissioners have on their agenda approving the IGA for the resource officer that Troutdale is using.

- The completion of Mayor’s Square parking lot and the Troutdale Bridge will all be done during a time when traffic is very slow in downtown Troutdale. They should both be completed by June 1st.

7. COUNCIL COMMUNICATIONS

<1:05:56>

Councilor Moon stated he works in the entertainment world, which is the first to close and last to open. A lot of venues in the area are hoping to draft a letter geared towards helping people in the industry for support and banding together.

Councilor Ripma expressed that times are rough, and he sends all his well wishes.

Councilor White cautioned people about swimming in the Sandy River this time of year. There are no lifeguards on duty until May 31st. He thanked all the people on the front lines.

Councilor Hudson thanked Mayor Ryan and Ray Young for the work they are doing during this time.

Councilor Lauer stated if people have the means, support open businesses and restaurants with curbside pickup and delivery.

Mayor Ryan explained a PPP grant through the federal government to businesses through the SBA for payroll, rent or utilities that he has been working on during the pandemic.

Councilor Kranz thanked the people on the front lines.

8. ADJOURNMENT

<1:15:39>

MOTION: Councilor Ripma moved to adjourn. Seconded by Councilor Hudson. Motion passed unanimously.

Meeting adjourned at 8:15pm.

Casey Ryan, Mayor
Dated:

DRAFT

ATTEST:

Kenda Schlaht, Deputy City Recorder

Sarah Skroch

From: Paul J. Wilcox <pauljwilcox@comcast.net>
Sent: Monday, April 27, 2020 8:35 AM
To: Sarah Skroch
Cc: City Council; Ray Young; Ed Trompke; Kenda Schlaht
Subject: Public comment, 4-28-20

Mayor and Councilors,

In the event that "social-distancing" guidelines are still in effect into this summer, which I fully expect they will be, I request that Troutdale Municipal Code 2.48.030 - Nominations, be modified to allow a fee "in lieu of" gathering twenty-five registered voter signatures to become a candidate for City Council. Both Fairview and Wood Village already offer this option at \$25.00.

Even if six-foot social-distancing is no longer required, I would expect citizens to be very reluctant to welcome anyone at their door carrying a clipboard and pen.

I collected 50 signatures in 2018, and not a single person asked me who I was running against or what my position was on any particular issue, so I really don't see the rationale for the signature requirement. Based on my experience, it's not even a demonstration of popular support, other than that people are happy to see someone willing to step up.

Since the application window opens on June 3rd, I'd appreciate your addressing this as soon as practicable.

Below are Troutdale's, Fairview's, and Wood Village's guidance regarding the nomination process for candidates for Council.

Troutdale:

2.48.030 - Nominations.

A. Any qualified elector may be nominated to be a candidate for election to the position of either mayor or city councilor. An elector may not be a candidate for more than one city office during a single election. The nomination shall be by petition. The petition shall be signed by not fewer than twenty-five registered voters in the city at the time the petition is filed. B. Requirements and forms for filing by petition shall follow those set by state law.

(Ord. 742 § 1 Exh. A (part), 2003)

Fairview:

Section 30. Nominations.

A qualified elector shall have resided in the City during the 12 months immediately preceding a City election to be nominated for an elective City position. Nomination petitions shall be in the form and filed in the manner and within the time prescribed by ordinance and state law signed by not fewer than 25 electors. A fee of \$25 may be substituted for the electors signatures. The City Recorder shall make a record of the exact time in which each petition is filed together with the name and address by whom it is filed. A City employee shall not be eligible to serve on the City Council. (Amended by 5/20/97 special election)

Wood Village (e-mail response):

In order to be considered for public office, you would need to complete an SEL 101 Candidate Filing Form. The first day to file a Declaration of Candidacy is June 3rd and the last day is August 25th. The fee for filing with an SEL 101 is \$25. If you choose to file by petition, the fee is waived, but you must collect a number of signatures based on the amount of registered voters in the last election. I have included the SEL 101 as well as the Candidate Signature Sheet and Candidate Manual.

Submitted as public comment by:

Paul Wilcox, Troutdale
4-28-20

Sent from my iPad



CITY OF TROUTDALE



STAFF REPORT

SUBJECT / ISSUE: A Resolution Approving an Amendment to the Intergovernmental Agreement with Multnomah County for Business Income Tax.

MEETING TYPE:
City Council Regular Mtg.

STAFF MEMBER:
Erich Mueller, Finance Director

MEETING DATE:
May 26, 2020

DEPARTMENT:
Finance

ACTION REQUIRED:
Consent Agenda - Resolution

ADVISORY COMMITTEE/COMMISSION RECOMMENDATION:

PUBLIC HEARING:
No

N/A

Comments:

STAFF RECOMMENDATION: Approve the proposed IGA Amendment resolution.

EXHIBITS:

- A. Amendment No. 1 to the Intergovernmental Agreement for the BIT
- B. Multnomah County Resolution for the BIT IGA Amendment No. 1
- C. 1998 IGA for the BIT
- D. Background Presentation on the BIT courtesy of the City of Wood Village

SUBJECT / ISSUE RELATES TO:

Council Goals

Legislative

Other:

Promote Fiscal Solvency.

ISSUE / COUNCIL DECISION & DISCUSSION POINTS

- ◆ Amend the IGA to maintain receipt of revenue.
- ◆ Support a reevaluation of the 1998 IGA allocation basis and consider updates.
- ◆ Support the use of taxpayer funds in a cooperative cost-effective manner.

BACKGROUND:

In 1977 the City repealed its local business income tax, and along with the Cities of Gresham, Fairview and Wood Village (4 Cities), entered into an Intergovernmental Agreement (IGA) with the Multnomah County for an allocation of the Multnomah County Business Tax (BIT) revenue.

Reviewed and Approved by City Manager:

The BIT revenue distributed to the 4 Cities, is more properly described as an “allocation” of tax revenue, rather than revenue “sharing”, as sharing may incorrectly imply generosity or a gift. The 4 Cities agreed in 1977 to repeal and/or forgo any local city business income tax in exchange for an allocation of the BIT revenue collected by Multnomah County. The original 1977 IGA has been superseded a few times, and the “current” IGA governing the revenue allocation is from 1998.

Through the original 1977 IGA, and subsequent successor IGA’s, the parties have agreed that the IGA benefits business taxpayers with a uniform tax code and streamlined reporting, while reducing collection and administration costs, and promotes efficiency and effectiveness in local government.

The County raised the BIT tax rate percentage from 0.6% to 0.95% in 1986. The County again raised the tax rate percentage from 0.95% to 1.45% in 1998. On March 19, 2020, the County approved an increase to the BIT rate from 1.45% to 2.00%, effective for the tax year beginning January 1, 2020, and increased exemptions and deductions. The 4 Cities continue to only receive an allocation from the first 0.6% rate of 1977.

In 2006 Multnomah County citing cost pressures issued the Notice of Termination of the IGA to the 4 Cities. The IGA required 2 years advance notice. The 4 Cities objected, and in 2007 following research and discussion at the direction of the new County Chair, the County rescinded the termination of the IGA.

Current Status:

With the March 19, 2020, increase to the BIT rate from 1.45% to 2.00%, effective for tax year 2020, the County also increased the gross receipts exemption from \$50,000 to \$100,000 and increased the owners’ compensation allowance deduction from \$108,000 to \$127,000. Under the existing (unamended) IGA, the 4 Cities collective BIT revenue allocation will decrease due to these changes in the exemptions and allowances.

The proposed Amendment No. 1, attached as Exhibit A., would adjust the revenue allocation calculation to the 4 Cities. The amendment increases the 25% revenue allocation from the first 0.6% of the tax to the first 0.68% of the tax, as an approximate offset to the estimated loss of revenue to the 4 Cities from the increase in exemptions and allowances.

The proposed amendment is to be effective May 1, 2020 and is intended to be only a short-term solution, providing the County Finance Department a legal basis to distribute to the 4 Cities an increased portion of the 2020 tax rate revenue.

Longer Term Issue:

The March 2020 BIT rate increase from 1.45% to 2.00% is estimated to net the County an additional \$30 million of revenue in the coming fiscal year. Even with the slight increase of the revenue allocation calculation to the 4 Cities from the proposed Amendment, the County will be receiving a significant increase in their BIT revenue, much more than the 4 Cities are as a percentage. Considering the increase in the exemption amounts, the 4 Cities revenue from the BIT will not jump up like the County's will.

The current County BIT rate is 2%, the 4 Cities only receive an allocation from the first 0.6% rate set in 1977. The proportions were set in 1977 based on an estimate of business activity in East County at the time, and have not been updated since.

At the staff level discussions between the County and 4 Cities, the Amendment is intended to be only a short-term solution. The staff have tentatively agreed that the overall allocation formula, which dates back to 1977, needs to be reevaluated and a new IGA negotiated in the coming year, post COVID. It is currently estimated that East County represents approximately 10% of all business income, but the 1977 based formula limits the 4 Cities revenue allocation to approximately 8.5%. There are a number of complicating factors, all of which necessitate an updated IGA.

The proposed resolution in addition to approving the IGA Amendment, directs City Staff in collaboration with our other East County Cities, to engage with Multnomah County to reevaluate the existing IGA revenue allocation methodology and propose changes for a new IGA.

Courtesy of the City of Wood Village, Exhibit D is a recent presentation to their City Council which provides additional detail and history of the BIT.

SUMMARY:

The BIT revenue allocation received by the City is an important General Fund revenue source used to help pay for police and fire services, which benefit the businesses which pay the tax. The proposed resolution approves the IGA Amendment to help maintain this General Fund revenue source.

OPTIONS:

A. Approve the proposed IGA Amendment resolution supporting an important General Fund revenue source.

B. Do not approve proposed IGA Amendment resolution and experience an estimated initial loss of \$50,000 of BIT revenue in the General Fund.

Current Year Budget Impacts: Yes (*describe*) N/A

Amendment helps to maintain BIT revenue in the General Fund for the adopted budget amount of \$1,283,777.

Future Fiscal Impacts: Yes N/A

Amendment helps to maintain BIT revenue in the General Fund for the proposed budget amount of \$1,011,868.

City Attorney Approved: Yes N/A

Community Involvement Process: Yes (*describe*) N/A

**AMENDMENT NO. 1
TO
CITY OF GRESHAM, CITY OF TROUTDALE, CITY OF FAIRVIEW AND CITY OF WOOD VILLAGE
MULTNOMAH COUNTY BUSINESS INCOME TAX
INTERGOVERNMENTAL AGREEMENT**

This AMENDMENT NO. 1 TO MULTNOMAH COUNTY, OREGON, CITY OF GRESHAM, CITY OF TROUTDALE, CITY OF FAIRVIEW AND CITY OF WOOD VILLAGE MULTNOMAH COUNTY BUSINESS INCOME TAX INTERGOVERNMENTAL AGREEMENT (the "Amendment") is effective as of May 1, 2020 (the "Effective Date"), and is made by and between Multnomah County, a political subdivision of the State of Oregon ("County"), and the City of Gresham, City of Troutdale, City of Fairview and City of Wood Village, each a political subdivision of the State of Oregon (each a "City" and, collectively, the "Cities"). The parties to the Amendment are collectively referred to as the "Parties".

RECITALS

WHEREAS, the Parties entered into the Multnomah County, Oregon, City of Gresham, City of Troutdale, City of Fairview and City of Wood Village Multnomah County Business Income Tax Intergovernmental Agreement, dated May 7, 1998 (the "Agreement"), to document understandings and agreements between the Parties regarding County's allocation to the Cities of a portion of the business income taxes (BIT) net revenues received by County from the City of Portland ("Portland"), which collects and administers the Multnomah County BIT, levied under Multnomah County Code (MCC) Chapter 12;

WHEREAS, the Parties have agreed that County will allocate to the Cities an increased portion of the BIT net revenues collected for tax year 2020 that it receives from the City;

WHEREAS, County has amended MCC since the Agreement was signed and, as a result, many of the references to MCC in the Agreement are now incorrect;

WHEREAS, the Parties now wish to amend the Agreement to reflect the increased net BIT revenue allocation and to update the incorrect references to MCC Chapter 11;

NOW THEREFORE, for good and valuable consideration, the receipt and sufficiency of which are hereby acknowledged, the Parties agree as follows.

AGREEMENT

1. Increased Net BIT Allocations. Section 2.1 of the Agreement is amended in its entirety, as follows:

Beginning for the tax year that began on January 1, 2020, County shall allocate to the Cities an aggregate amount of 25% of the net Business Income Tax revenue received from the City of Portland collected on the first 0.68% of one percent of the Business Income Tax rate under authority of MCC 12.500. This amount is defined as the "Collective Share". The Collective Share shall be paid out of the County's net revenue from the Business Income Tax receipts received from the City of Portland Revenue Bureau in any fiscal year.

2. REFERENCES TO MULTNOMAH COUNTY CODE. All references to MCC in the Agreement, and as provided for under this Amendment, shall refer to the current version of MCC Chapter 12, sections 12.005 through 12.995 of County's BIT code.

3. NO OTHER CHANGES. All other terms and conditions of the Agreement remain unchanged and in force.

IN WITNESS WHEREOF, and intending to be legally bound, the Parties hereto have caused this Amendment to be executed by their duly authorized representatives.

Multnomah County
501 SE Hawthorne Blvd., Portland, OR 97214

By: _____
Name: _____
Title: _____

City of Gresham
1333 NW Eastman Pkwy, Gresham, OR 97030

By: _____
Name: _____
Title: _____

City of Fairview
1300 NE Village St., Fairview, OR 97024

By: _____
Name: _____
Title: _____

City of Troutdale
219 E. Historic Columbia River Hwy, Troutdale,
OR 97060

By: _____
Name: _____
Title: _____

City of Wood Village
23335 NE Halsey, Wood Village, OR 97060

By: _____
Name: _____
Title: _____

**BEFORE THE BOARD OF COUNTY COMMISSIONERS
FOR MULTNOMAH COUNTY, OREGON**

RESOLUTION NO. _____

Resolution Approving Amendment to Intergovernmental Agreement to Share Business Income Tax with the Cities of Gresham, Troutdale, Fairview, and Wood Village

The Multnomah County Board of Commissioners Finds:

- a. The County and the Cities of Gresham, Troutdale, Fairview, and Wood Village (the “East County Cities”) entered into an intergovernmental agreement (IGA) on July 14, 1988, with minor modification made in 1998, describing how the parties would administer and share business income tax (BIT) revenue collected in the East County Cities.
- b. The interest of the business community are best served when a system of taxation does not impose duplicative administrative and reporting requirements. The IGA ensures tax collections follow a uniform tax code, simplifies the filing process for taxpayers, and reduces administrative costs for all parties.
- c. On March 19, 2020, the County approved an increase to the BIT rate from 1.45% to 2.00%, effective for the tax year beginning January 1, 2020. The County also increased the gross receipts exemption from \$50,000 to \$100,000 and increased the owners’ compensation allowance deduction from \$108,000 to \$127,000.
- d. The attached Amendment No. 1 to the IGA provides for a change to the collective share calculation, effective for tax year 2020. Through this change, East County Cities will receive 3.0% of the estimated new BIT revenues from the rate increase, net of other code changes (increases to gross receipt exemption and owners compensation deduction).
- e. BIT receipts that are shared with the East County Cities support essential public services. This increased collective share will help the cities maintain and enhance services.
- f. The County in collaboration with the East County Cities commit to reconvening in July of 2021 to continue discussions on broader level changes to IGA.

The Multnomah County Board of Commissioners Resolves:

The Board of County Commissioners approves the attached Amendment to share Business Income Tax with the Cities of Gresham, Troutdale, Fairview, and Wood Village.

ADOPTED this 21st day of May, 2020.

BOARD OF COUNTY COMMISSIONERS
FOR MULTNOMAH COUNTY, OREGON

Deborah Kafoury, Chair

REVIEWED:
JENNY M. MADKOUR, COUNTY ATTORNEY
FOR MULTNOMAH COUNTY, OREGON

By _____
William Glasson, Assistant County Attorney

SUBMITTED BY: Eric Arellano, CFO

Multnomah County, Oregon
City of Gresham, City of Troutdale, City of Fairview and City of Wood Village

Multnomah County Business Income Tax
Intergovernmental Agreement

THIS AGREEMENT entered into by and between Multnomah County, Oregon, hereinafter "County", and the City of Gresham, City of Troutdale, City of Fairview and City of Wood Village, hereinafter "Cities", is pursuant to authority of ORS Chapter 190 and is dated May 7, 1998.

WITNESSETH, the parties hereto recite the following reasons for entering into this agreement:

- 1.1 The County and Cities entered into a Business Income Agreement Tax Agreement adopted by the County on July 14, 1988.
- 1.2 On June 24, 1993, the County adopted Ordinance 768 consolidating the Multnomah County Business Income Tax Law, Multnomah County Code (MCC) 5.60 and the City of Portland Business License Law.
- 1.3 Under an Intergovernmental Agreement, the City of Portland Bureau of Licenses administers the collection of the Business Income Tax receipts.
- 1.4 The County wishes to record the City of Portland Bureau of Licenses administration fees as expenditures in its annual budget but has historically received and recorded the net business income tax receipts as revenues.

NOW THEREFORE, in consideration of the mutual promises contained herein and as authorized by ORS 190.010 to 190.030, the parties agree as follows:

- 2.1 The County shall allocate to the Cities an aggregate amount of 25% of the net business income tax cash receipts received from the City of Portland collected on the first 0.6 of one percent of the business income tax rate under authority of Multnomah County Code (MCC) 5.60.500. This amount is defined as the Cities' Collective Share. The Cities' Collective Share shall be paid out of the County's net cash receipts from the Business Income Tax receipts received from the City of Portland Bureau of Licenses in any fiscal year.
- 2.2 The County shall apportion the Cities Collective Share into two equal subparts:
 - 2.2.1 One subpart shall be apportioned among the Cities in percentages equal to the quotient of the most recent total certified population for each City, as shown by the latest published supplement then maintained by the Portland State University Center for Population and Census Research, divided by the total of such certified population in all Cities.
 - 2.2.2 The second subpart shall be apportioned among the Cities in percentages equal to the quotient of the most recent total assessed valuation for each city, as shown by the latest data then maintained by the Multnomah County Division of Assessment and Taxation, divided by the total of such assessed valuation in all Cities.

2.3 The County shall distribute to each City the amounts apportioned to it pursuant to paragraph 2. Distributions shall be made by the 15th of the month following the County's receipt of net cash payments of business income tax revenue from the City of Portland Bureau of Licenses.

2.4 It is agreed that no allocations, apportionments or distributions shall be made in any fiscal year until the County receives payments of business income tax revenues from the City of Portland Bureau of Licenses.

2.5 The County shall be responsible for all auditing and related functions in connection with the required allocations, apportionments and distributions.

2.5.1 With each payment made to each City, the County shall provide information including the gross amount received from the City of Portland Bureau of Licenses from the tax received under Section 2.1, the entire amount deducted for the City of Portland Bureau of Licenses administration, any other amounts deducted before distribution to cities and the reason for any other deduction, such as refunds and interest, and the total amount distributed to the Cities to date for the fiscal year.

2.5.2 Within 10 days of receipt of each annual audit, the County shall provide each City with a certification from the County Finance Division of the total amount of business income tax revenue from Section 2.1 and the amount anticipated to be distributed to each City.

2.5.3 The County shall provide each City with a quarterly written projection of the total business income tax revenue and the amount anticipated to be distributed to each City.

2.6 This agreement shall take effect upon execution by the parties' duly authorized representatives. This agreement shall renew automatically on July 1 of each succeeding year as to all parties unless one of the following provisions applies:

2.6.1 If the County's business income tax is repealed, this agreement shall automatically terminate as of the effective date of the repeal.

2.6.2 If the County wishes to maintain its business income tax but terminate this revenue sharing agreement, the County may terminate this agreement effective on July 1 of any year by giving not less than two years written notice to each City.

2.6.3 If any City enacts a city business income tax, notice of the enactment shall be mailed to County within 10 days. The County may terminate this agreement with respect to that City, effective not less than one year after enactment of the tax by the City.

2.6.4 Any City may terminate its participation in this agreement upon six months' written notice to each of the parties.

2.7 The Cities declare it is the intention of their governing bodies as of the date of this agreement not to impose city business income taxes. The County declares it is the intention of its governing body as of the date of this agreement not to repeal its business income tax. The parties recognize that such expressions of intent are limited because future or present governing bodies are required by law to retain discretion over all matters.

2.8 The County agrees to give the Cities at least 60 days written notice prior to the first reading of any ordinance amending MCC 5.60.500 of the business income tax. If the County proposes an ordinance to reduce the rate established by MCC 5.60.500 below 0.6 of one percent of the net income and two or more Cities file written objections prior to the first reading of such ordinance, the reduced rate shall take effect on July 1 not less than two years after the ordinance is adopted.

2.9 The parties shall comply with all applicable laws in connection with this agreement.

2.10 No party may assign its rights or obligations under this agreement, except that the County may assign by written contract to the City of Portland Bureau of Licenses its obligation in connection with allocation, apportionment, distribution, and auditing and related functions. No such assignment may effect any rights of the Cities without their written concurrence.

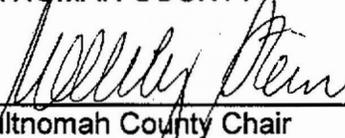
2.11 This agreement supercedes all other Business Income Tax Agreements between the parties.

2.12 This agreement may be amended only upon the written concurrence of all the parties.

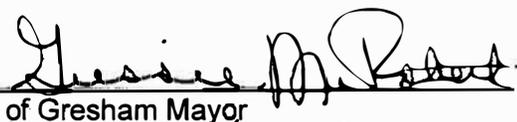
IN WITNESS WHEREOF, the authorized representatives of the County and Cities, as parties hereto, acting pursuant to the authority granted to them,

HEREBY AGREED:

MULTNOMAH COUNTY

By 
Multnomah County Chair

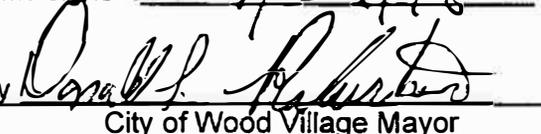
Date signed: May 7, 1998

By 
City of Gresham Mayor

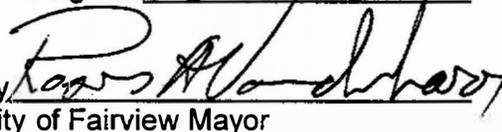
Date signed: 7/24/98

By 
City of Troutdale Mayor

Date signed: 6-15-98

By 
City of Wood Village Mayor

Date signed: 6-24-98

By 
City of Fairview Mayor

Date signed: 5/18/98

Approved as to Form:


Gresham City Attorney

Reviewed by:


Thomas Sponsler
County Counsel for Multnomah County

Exhibit D
Agenda Item # 3.2
2020-05-26 Council Meeting

BUSINESS INCOME TAX

History and Update

Background

- Ordinance 121 passes in April 1976 formalizing IGA between Multnomah County and 4 cities to share revenue from County-wide Business Income Tax.
- Originally set at 0.6% of business net income within Multnomah County.
 - Minimum distribution of 5.45% (\$136,250)
 - Any revenue in excess of \$2.5million would be shared with Cities at 20% rate.
- Replaced existing BIT taxes in Fairview, Troutdale, & Wood Village
 - Wood Village's tax was 1.5% of business income.
 - Wood Village specific data is difficult to get, however, if the 4 cities had this rate and kept the current allocation, revenue raised in 2019-20 would be roughly \$26.4M instead of \$9.0M distributed via Mu. Co.

Background – mid 1980s

- In 1986, amid a recession and faced with a loss in federal funding, County raised the rate from 0.6% to 0.95%
- Raised again in 1987 to 1.46%.
- In 1988 County decided that the money in excess of original 0.6% would not be shared with the cities.
 - Cities felt original intent was that all revenues would be distributed according to current revenue sharing agreement.
 - County asked for money already distributed from 1986 back from cities.
 - Cities sued to retain the share of revenue already distributed.
 - Cities won lawsuit.
- In 1988, new revenue sharing agreement was negotiated.
 - Only first 0.6% would be shared with Cities.
 - Cities would get 25% of 0.6% revenue.

Background – 1993 and 1998

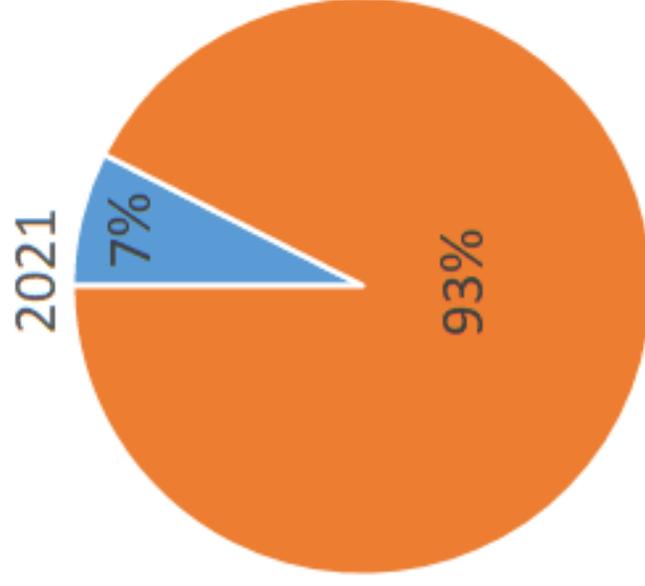
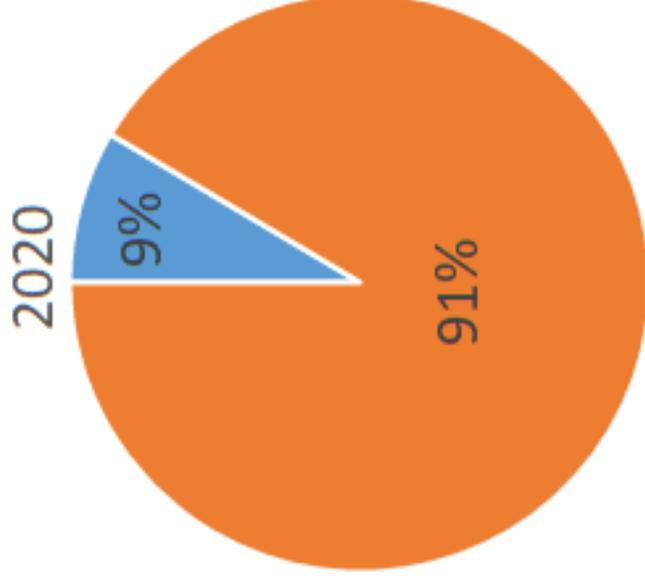
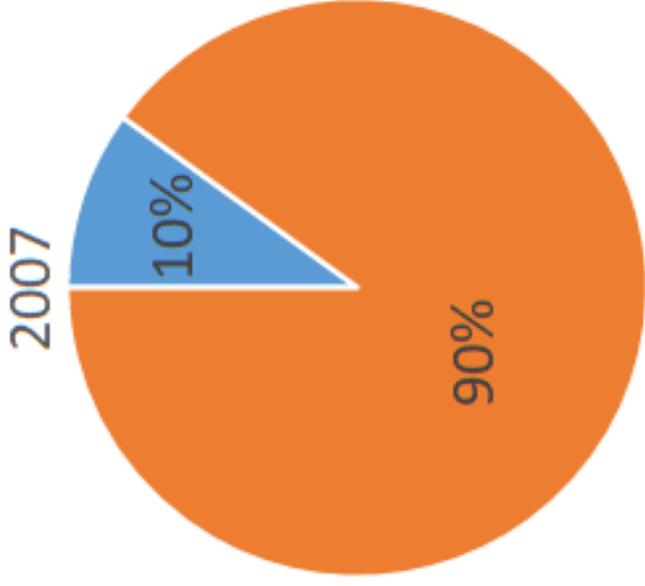
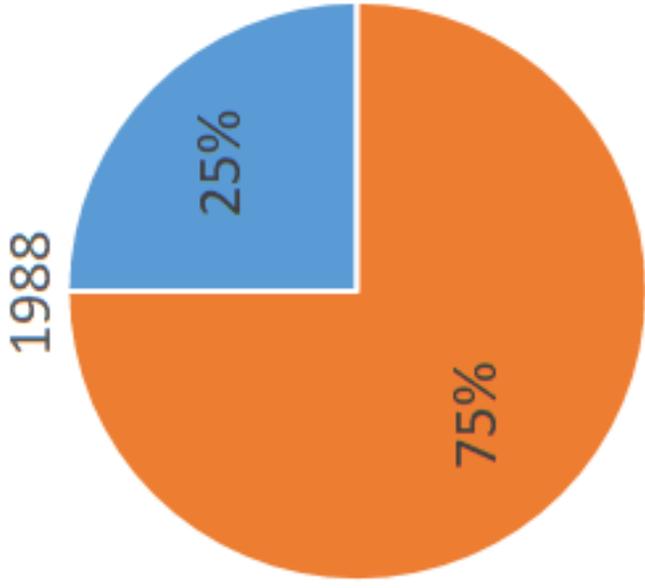
- In 1993, responsibility for collection of all Multnomah County BIT was consolidated to City of Portland License (now Revenue) Bureau.
 - Kept with original intent to streamline collections via standardization and economies of scale.
- In 1998 rate was temporarily raised to 1.95% to support local schools
- Additional changes in methodology and final rate settled at 1.45%

Background - 2006

- Multnomah County passed Resolution 06-102 and issued letters to 4 cities of notice to terminate revenue sharing.
 - Was due to the sunset of personal income tax (ITAX) and forecast budget deficits.
- In 2007, newly elected Chair Wheeler commissioned a study on issue.
 - Several recommendations on follow up to conversations at time.
 - Clarify history of IGA.
 - Clarify current services provided by County to residents of Cities.
 - Develop a more accurate way to determine where BIT revenue is generated.
 - Regular sessions between elected officials to discuss taxation and revenue issues.
 - Need to revamp IGA, come up with different cost allocation.
- Most objectives outlined did not end up with a resolution.

Current Events

- On Thursday, March 12 the County had a first reading of an ordinance that would increase the BIT rate from 1.45% to 2.00%. (Revenue net increase of ~28%)
 - City staff were informed by Troutdale, who noticed the item on the agenda.
 - According to IGA,
 - “The County Agrees to give the Cities at least 60 days written notice prior to the first reading of any ordinance amending MCC 5.60.500 of the business income tax.”
- Second Ordinance was read on March 19.
 - Retroactive to January 1, 2020.
 - Doubled exemption threshold from \$50,000 to \$100,000.
 - Increased owner’s compensation deduction from \$108,000 to \$127,000.
 - Together, would reduce existing BIT revenue 3%.
- County reached out to have conversations about sharing some of the additional revenue
 - Currently propose to share \$1M of the \$28.7M increase.



■ 4 cities ■ County

Sharing formula

Currently 25% of the first 0.6% in revenue is shared with the 4 cities.

- Distributed based on 50%-50% split
- Annual Assessed Value of each City
- Population

Current BIT Revenues -



New Revenue

- Based on Revenue generated in east county from the BIT, currently.



Next steps

- Engage with County on revenue share of new revenues.
- Determine long term goals related to BIT and IGA with County.
- Follow up on clarifying IGA – roles, responsibilities, methodology.
- Intent of IGA was to simplify and standardize business income tax collections throughout the county.
 - True even today as the latest changes removed the last few variances between City of Portland and Multnomah County.
- Share of BIT raised in East County has risen since original IGA methodology.
 - East County currently makes up ~10.1% of all business income v. 8.5% revenue share (current)

RESOLUTION NO.

A RESOLUTION APPROVING AN AMENDMENT TO THE INTERGOVERNMENTAL AGREEMENT WITH MULTNOMAH COUNTY FOR BUSINESS INCOME TAX.

THE TROUTDALE CITY COUNCIL FINDS AS FOLLOWS:

1. That the City along with the Cities of Gresham, Fairview and Wood Village (4 Cities) have entered into an Intergovernmental Agreement (IGA) with Multnomah County for the allocation of a portion of the Multnomah County Business Income Tax (BIT).
2. That the 4 Cities agreed in 1977 to repeal and/or forgo any local city business income tax in exchange for an allocation of the BIT revenue collected by Multnomah County.
3. That through the original 1977 IGA and subsequent successor IGA's the parties agree that the IGA benefits business taxpayers with a uniform tax code and streamlined reporting, while reducing collection and administration costs, and promotes efficiency and effectiveness in local government.
4. That the BIT revenue allocation is an important General Fund revenue source for the 4 Cities in funding the costs essential public safety services.
5. That on March 19, 2020, Multnomah County approved an increase to the BIT rate from 1.45% to 2.00%, effective for the tax year beginning January 1, 2020, and increased exemptions and deductions.
6. That an amendment to the IGA is necessary to prevent the recent BIT changes in exemptions and deductions from reducing the revenue distribution to the 4 Cities.
7. That by the authority granted in Oregon Revised Statute (ORS) 190.110, units of local governments may enter into an IGA for the performance of any or all functions and activities that a party to the agreement, its officers, or agents may have the authority to perform.
8. That the 4 Cities and Multnomah County desire to Amend the current IGA from 1998 which governs the BIT revenue allocation, and it is in the best interest of the City.

NOW, THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE CITY OF TROUTDALE:

Section 1. Agrees to the Amendment No. 1 to the existing “*Multnomah County, Oregon, City Of Gresham, City Of Troutdale, City Of Fairview And City Of Wood Village Multnomah County Business Income Tax Intergovernmental Agreement*” for the allocation of business income tax revenue, and hereby approves the IGA Amendment No. 1 in substantial conformity with Exhibit A of the Staff Report.

Section 2. Designates Ray Young, City Manager or Erich Mueller, Finance Director (each a “City Official”) or a designee of the City Official, to act on behalf of the City, and without further action by the City Council, the City Official is hereby authorized and directed, to execute, acknowledge and deliver the IGA Amendment, including subsequent addendums, extensions, revisions, modification, or successor documents and any other supporting and implementing documents, and to take any other action as may be advisable, convenient, necessary, or appropriate to give full force and effect to the terms and intent of the IGA, and the execution thereof by any such City Official shall be conclusive as to such determination.

Section 3. The City Official is hereby authorized and directed to, in collaboration with our other East County Cities, to engage with Multnomah County to reevaluate the existing IGA revenue allocation methodology and propose changes as may be advisable, convenient, necessary, or appropriate.

Section 4. The Finance Director is authorized to disburse funds, subject to annual appropriations, as necessary to fulfill the IGA obligations, and is further directed to implement all such actions necessary to ensure budgetary compliance.

Section 5. Upon adoption this Resolution shall be effective May 1, 2020.

YEAS:
NAYS:
ABSTAINED:

Casey Ryan, Mayor

Date

Sarah Skroch, City Recorder
Adopted:

Investing in a livable region

Troutdale City Council

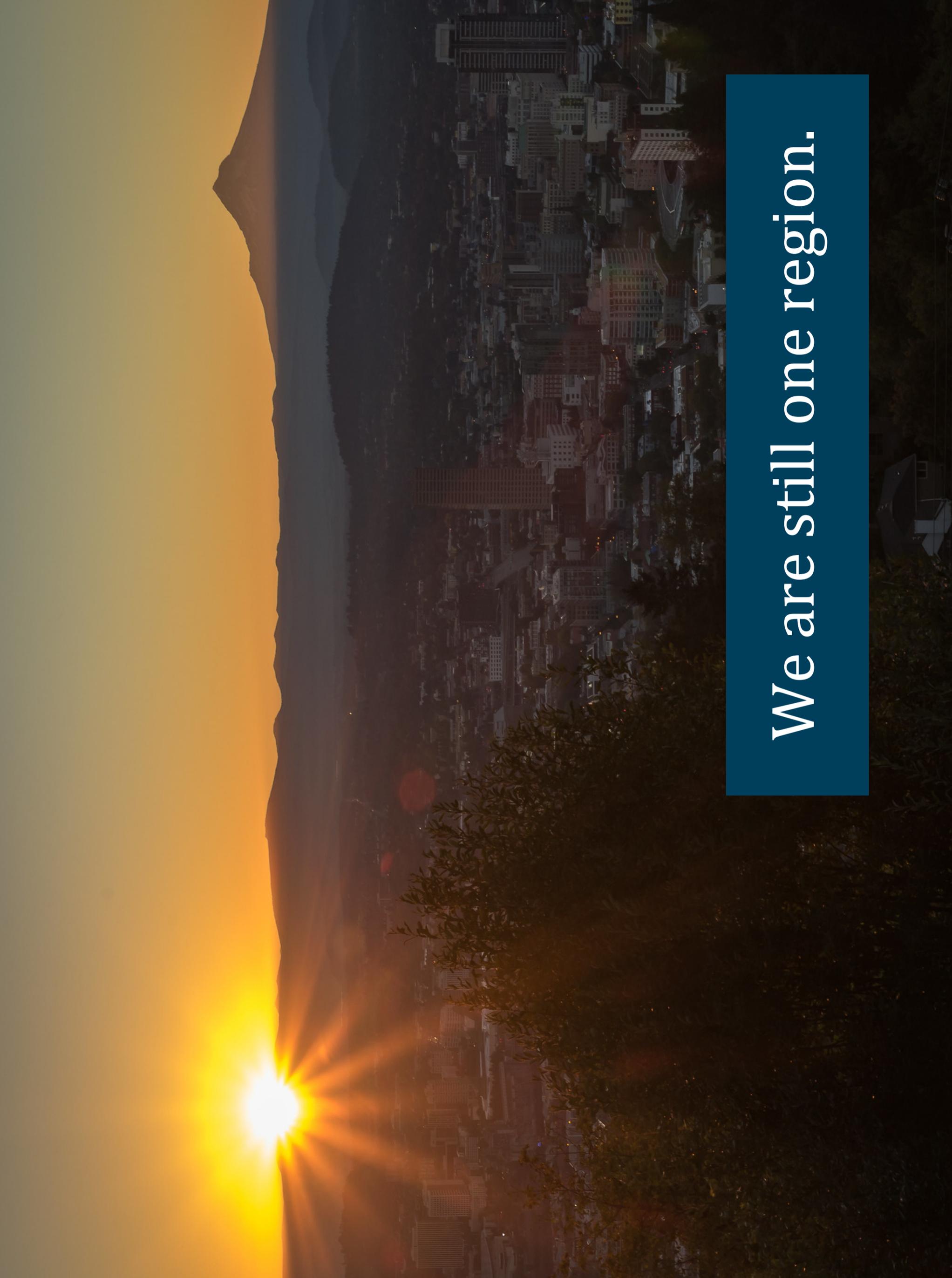
May 26, 2020

Agenda Item #4
05/26/20 Council Meeting



Metro





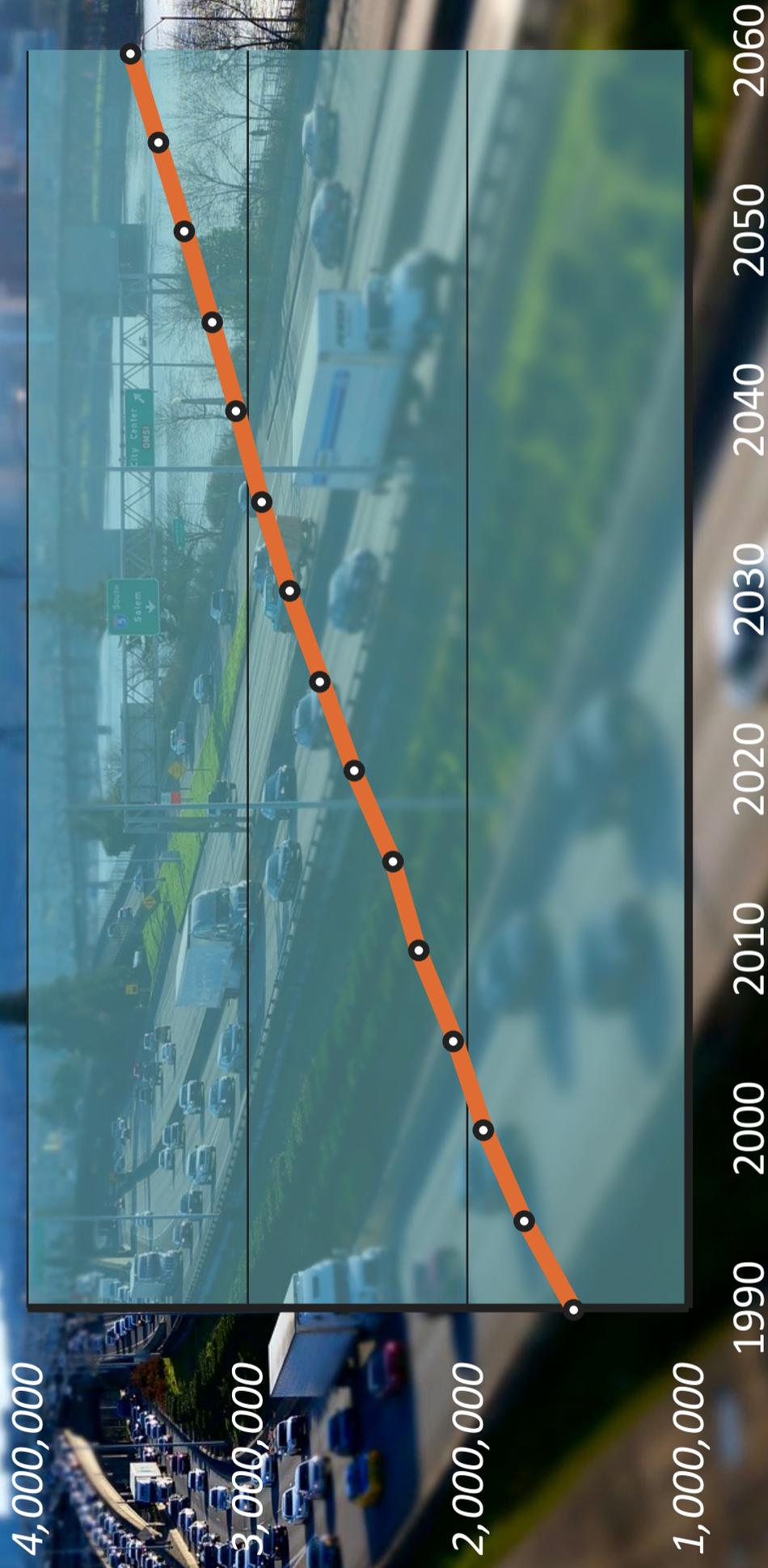
We are still one region.



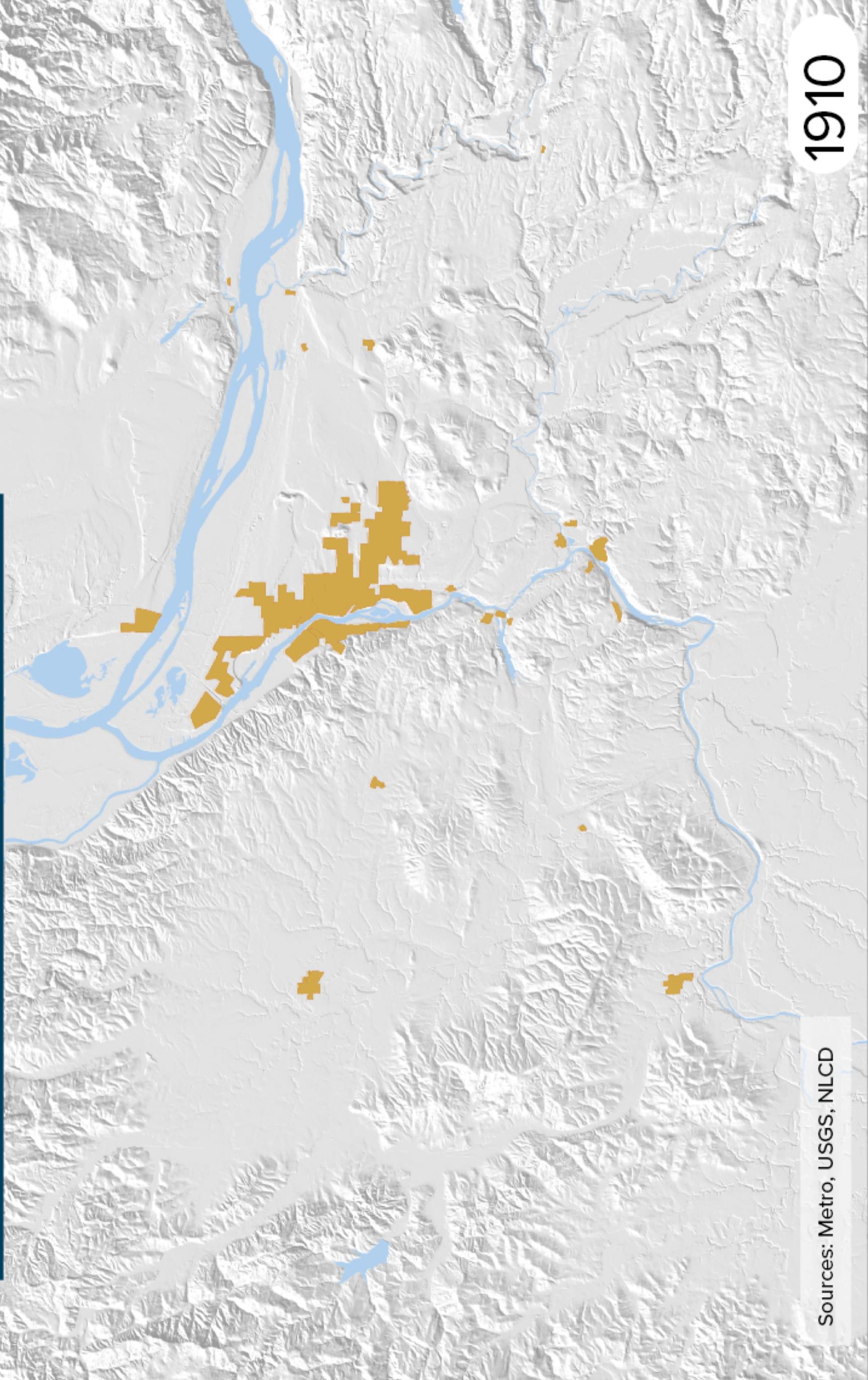
We still need to think big.



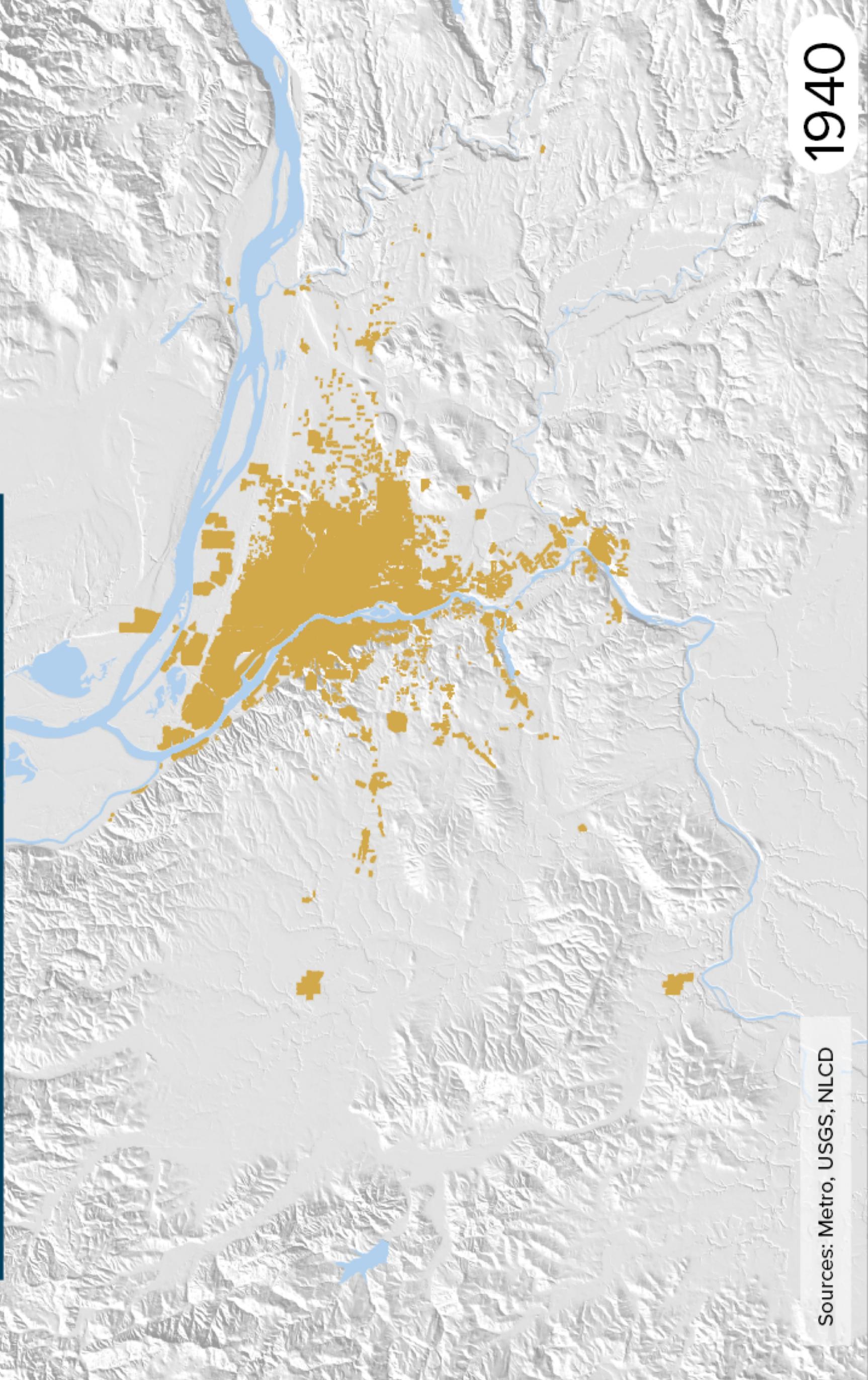
Metro Region 2060 Population Forecast



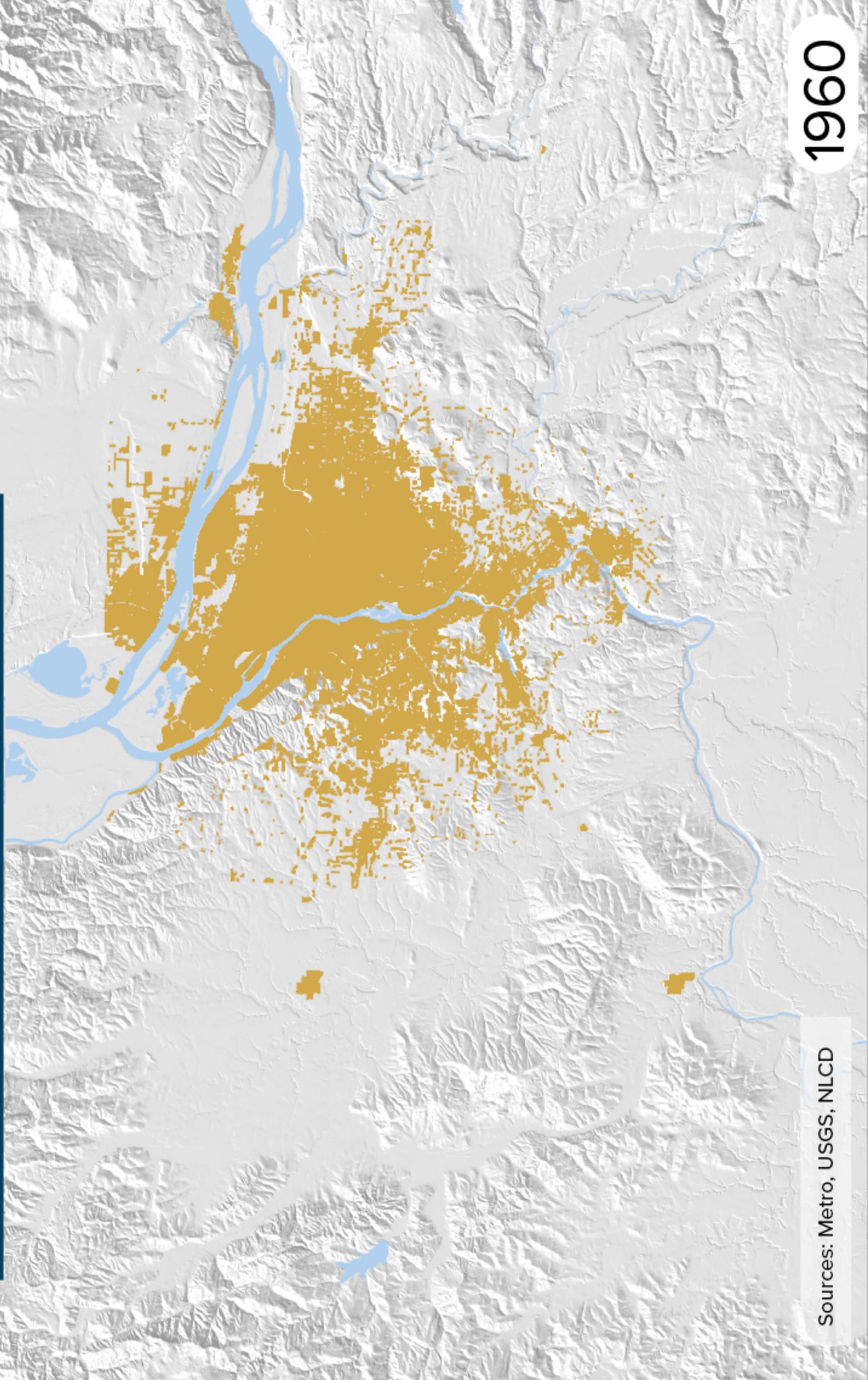
Metro region urban growth 1910-2020



Metro region urban growth 1910-2020

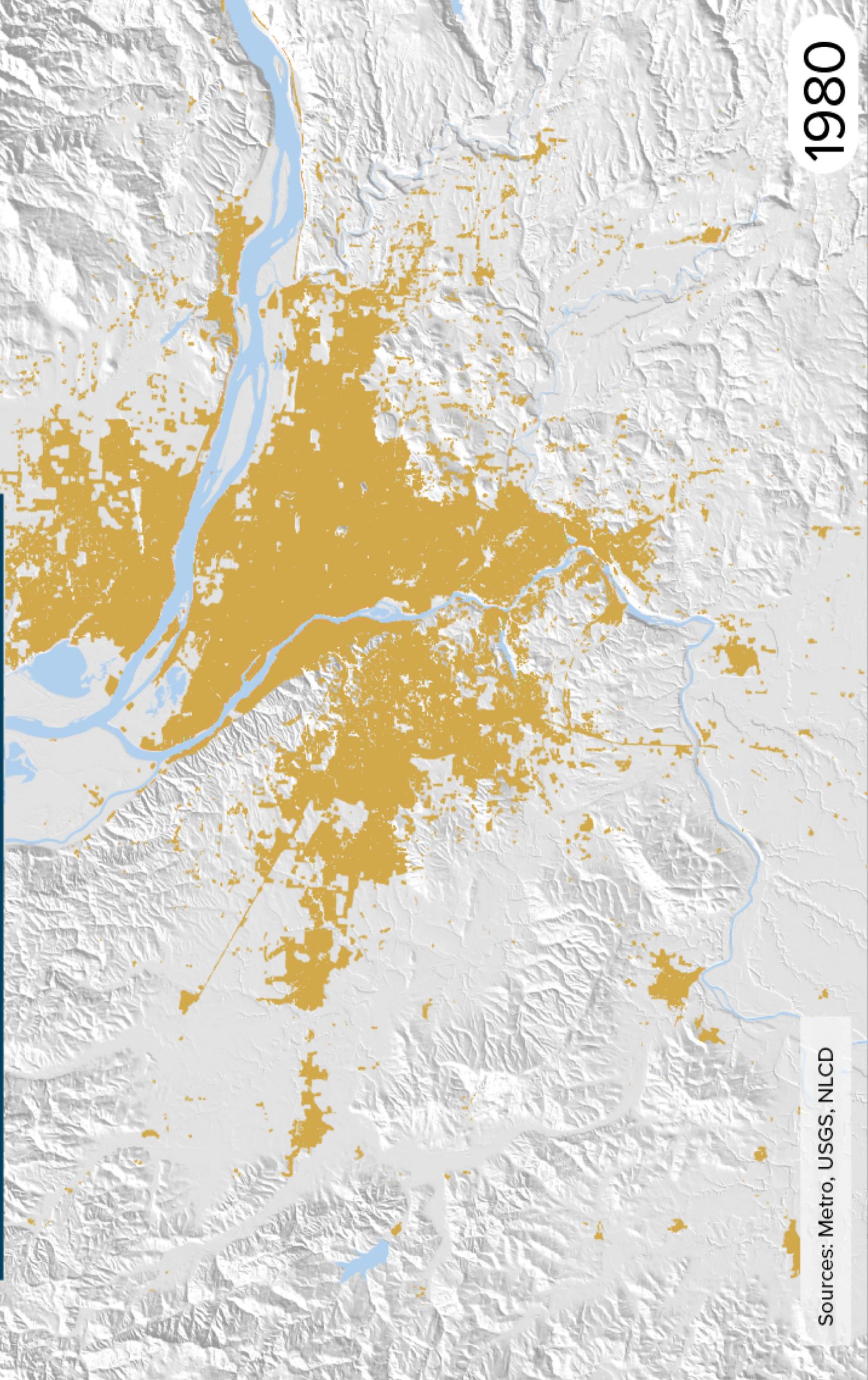


Metro region urban growth 1910-2020





Metro region urban growth 1910-2020

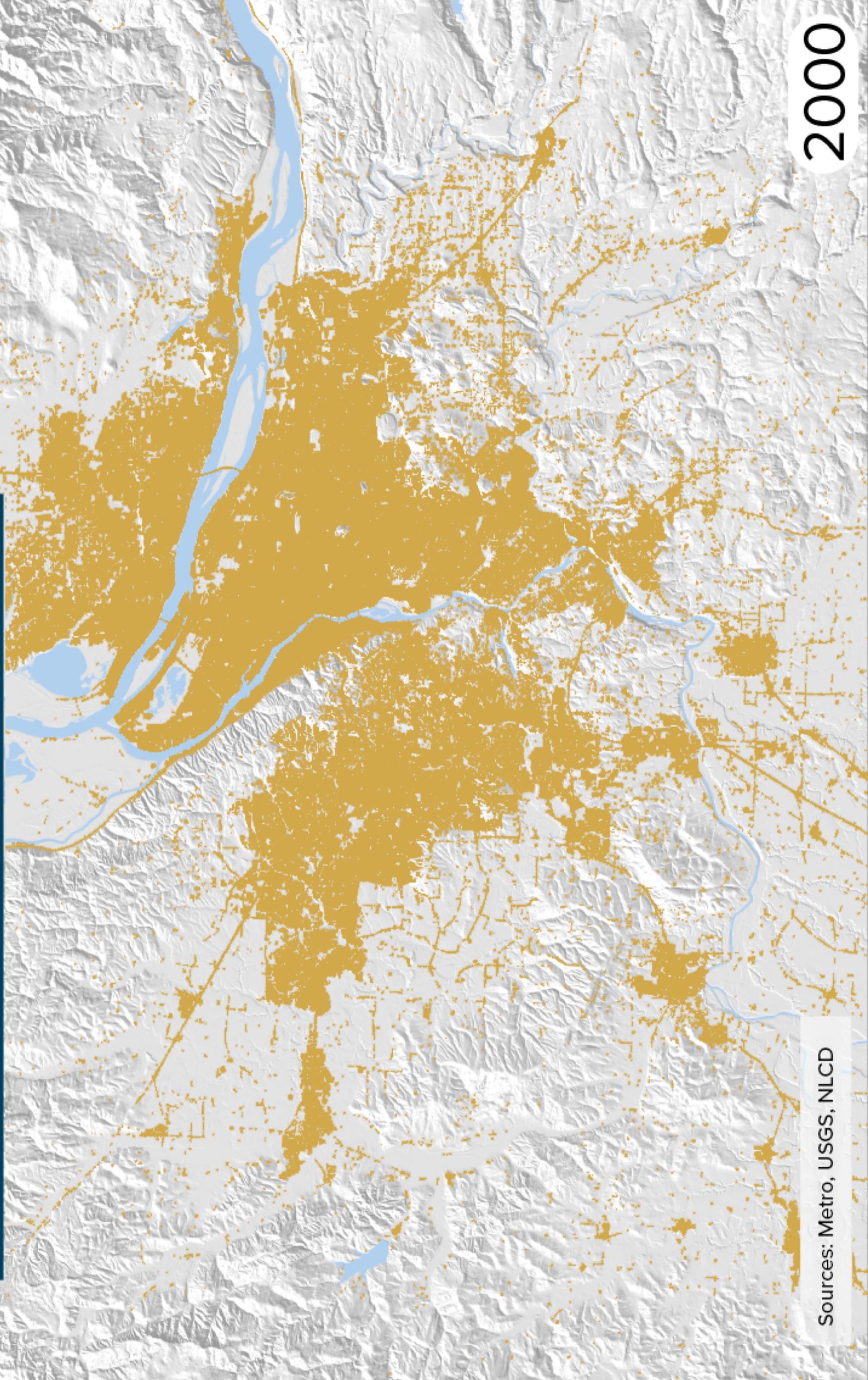


Sources: Metro, USGS, NLCD

1980



Metro region urban growth 1910-2020



Sources: Metro, USGS, NLCD

2000

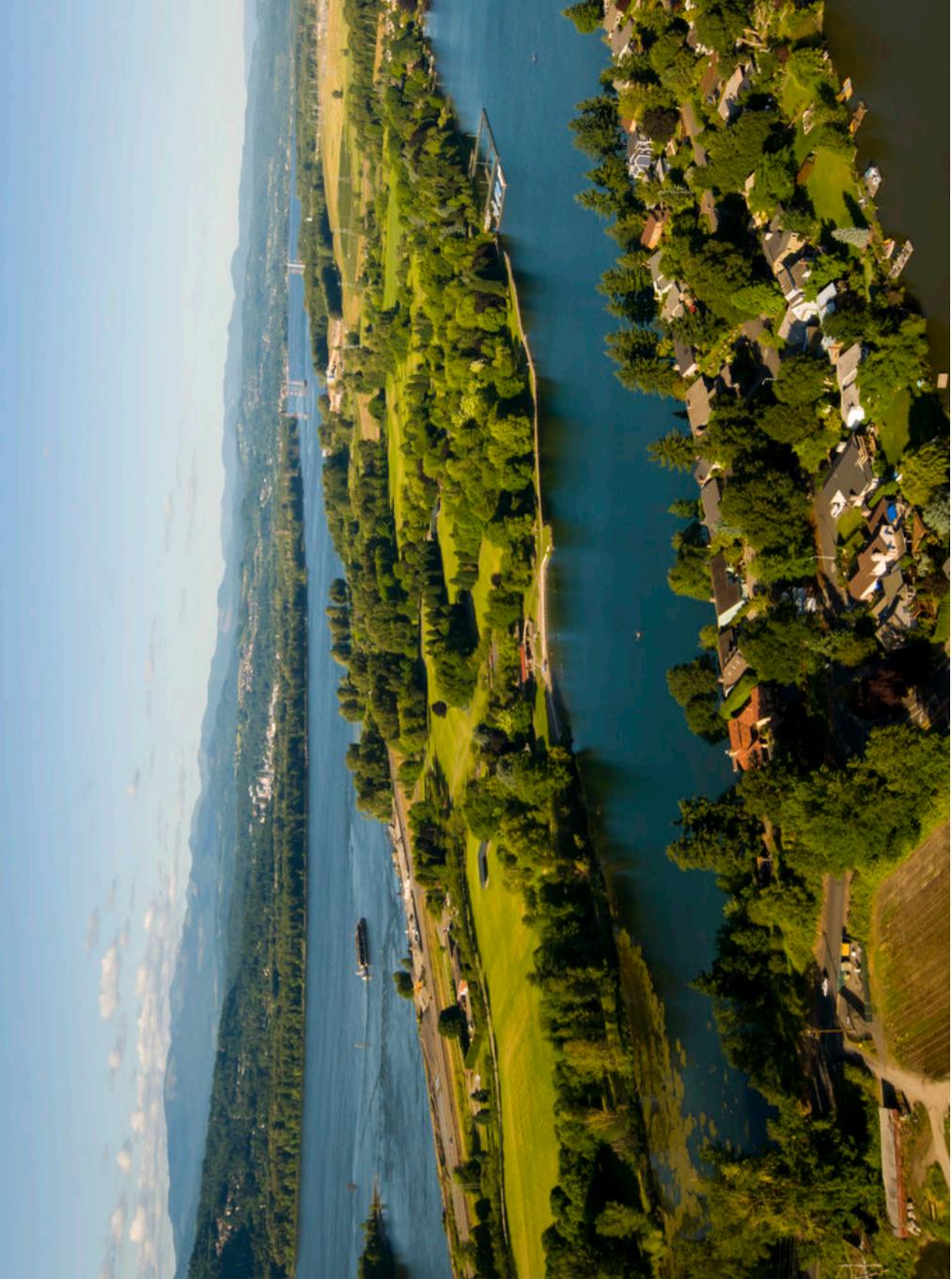


Metro region urban growth 1910-2020



Sources: Metro, USGS, NLCD

2020





37,500+ jobs.

What will we build?



115-120

Miles of roadway improvements



60

Miles of roadway planning



11

Miles of
new MAX
line





40-45

Miles of new
sidewalk



4,000

New street
lights



280

Safe marked
crossings





130-140

Miles of improved
bikeways





25-30

Miles of
new bus
lanes

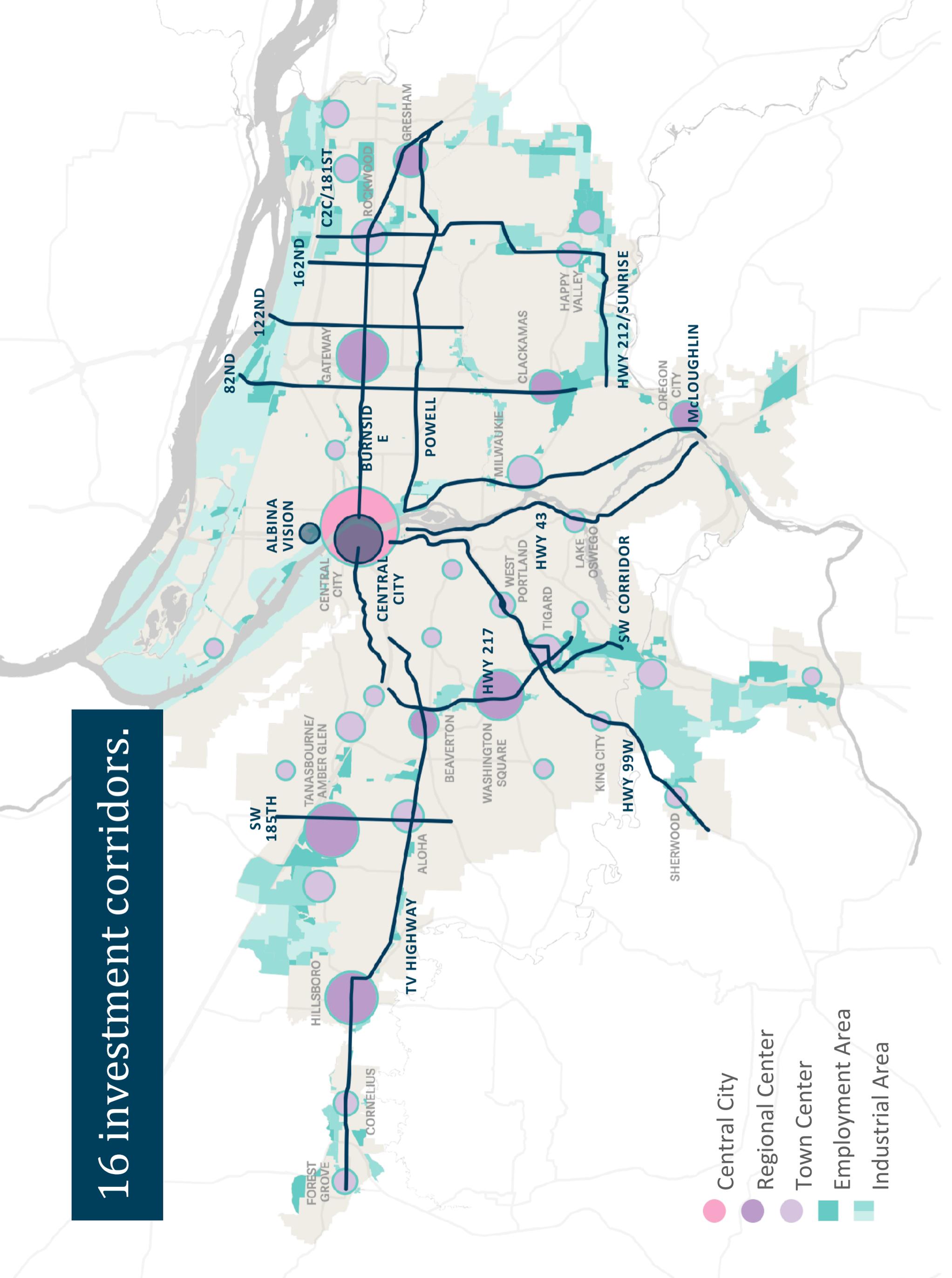


260

New transit
priority
signals

Where will we build it?

16 investment corridors.



- Central City
- Regional Center
- Town Center
- Employment Area
- Industrial Area

REGIONWIDE PROGRAMS



Safe Routes
To School



Safety Hot Spots



Regional Walking and
Biking Connections



Revitalizing
Main Streets



REGIONWIDE PROGRAMS



**Anti-displacement
Strategies**



**Affordable Housing
Strategies**



**Student Fare
Affordability**



REGIONWIDE PROGRAMS



Bus Electrification



Better Bus



Planning for the Future



\$4B

Estimated total
construction spending
on investment
corridors

37,500+

Estimated construction
jobs created (direct and
indirect)

\$98,000

Average annual
income per
construction job



MULTNOMAH
COUNTY
INVESTMENTS

Central City

Burnside

82nd Ave

122nd Ave

162nd Ave

Clackamas-to-
Columbia/181st

Albina Vision

Powell Blvd



What's next?

Steps to a decision

May: Coming together

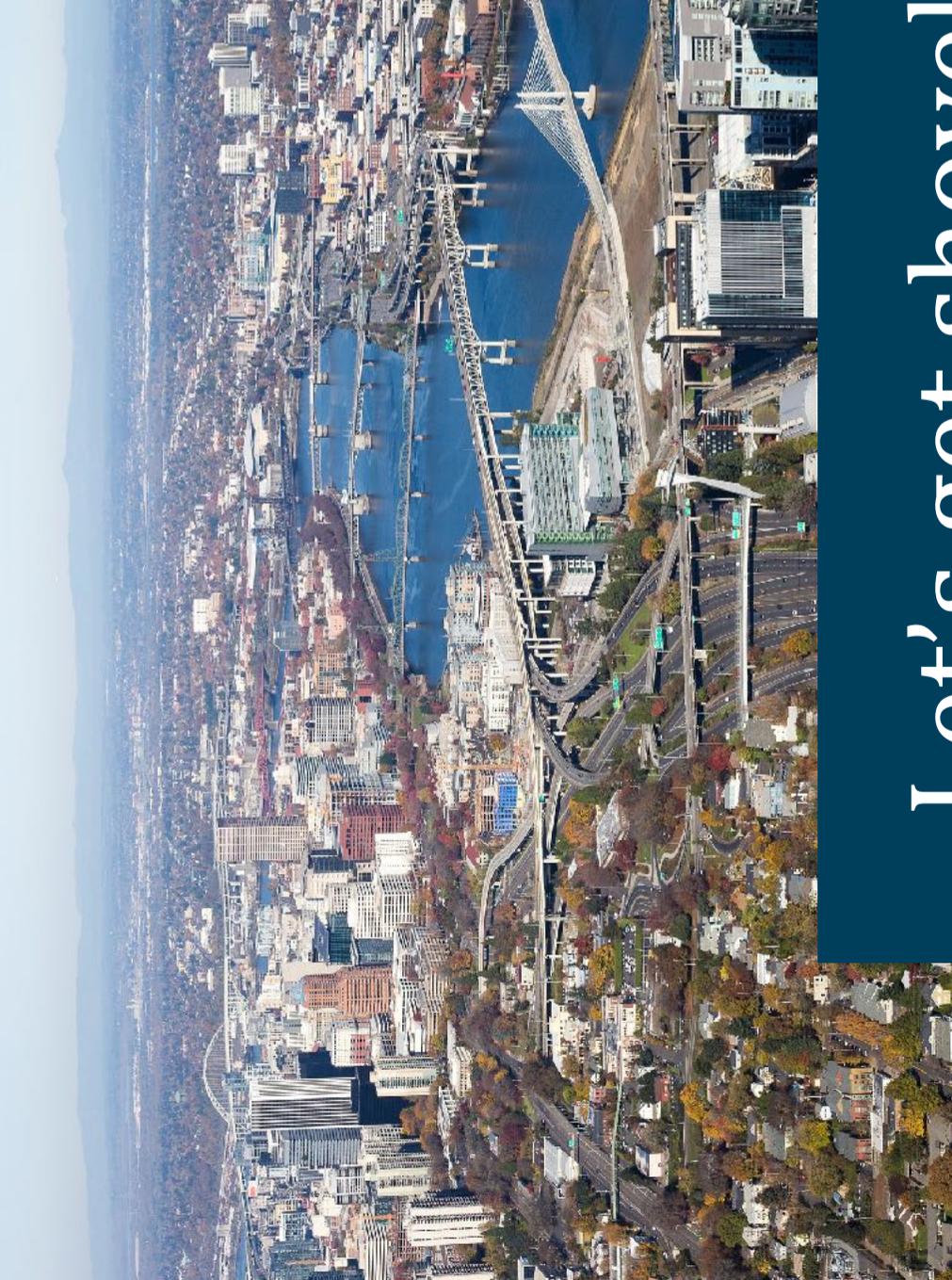
Work sessions: Community partners, Programs priorities
CORE discussion: Oversight
Finalizing project definitions, letters of commitment
External presentations to stakeholders

June: Recommendations

Work sessions: Program direction, Revenue, Oversight
Final Project & Program Recommendations
Partners adopt letters of commitment
Further public outreach

July: Council decides

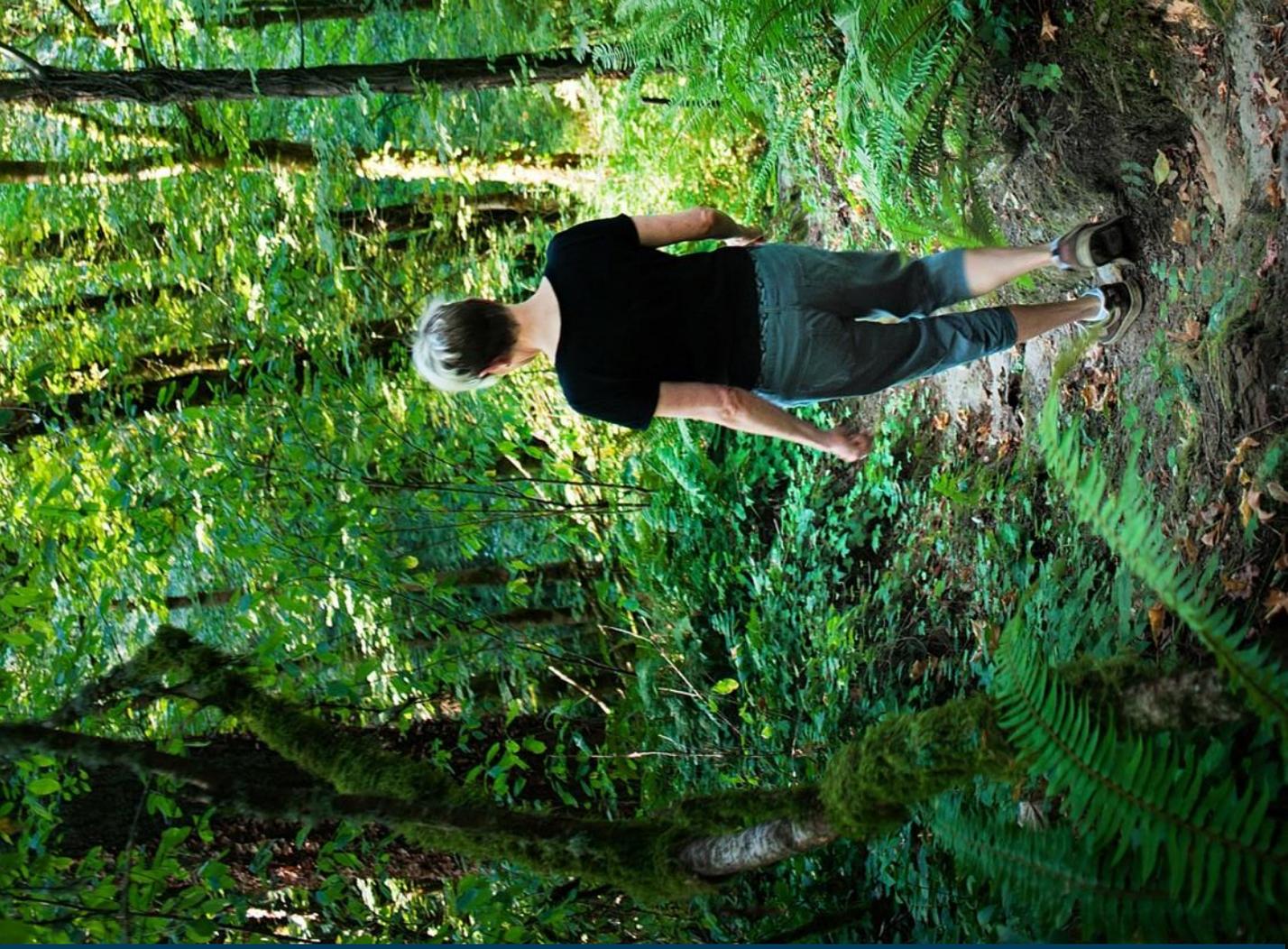
Finalize package, referral materials, hearings
Council referral decision
Target: July 16

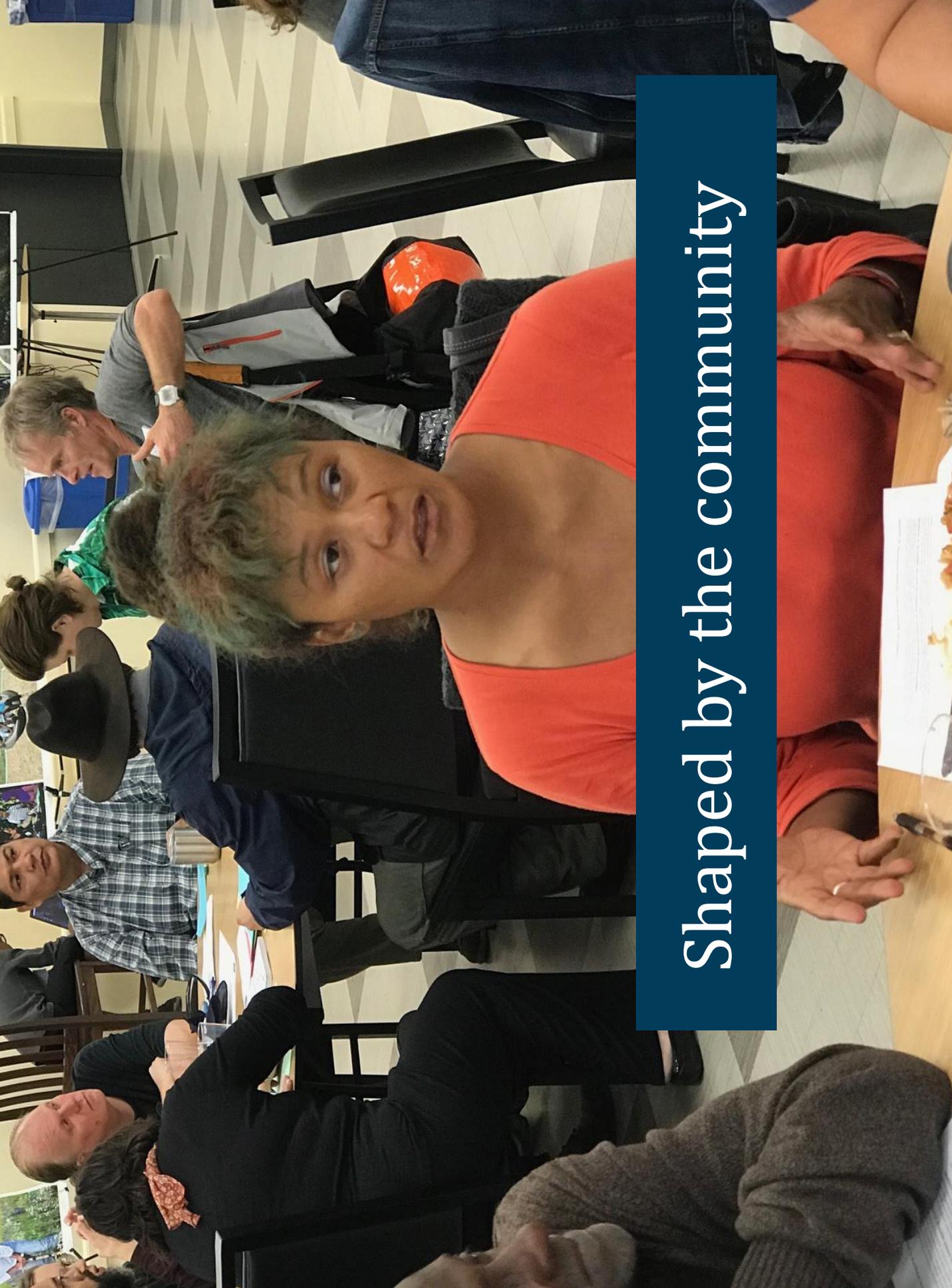


Let's get shovels in the ground.



Clean water,
healthy habitat,
happy people





Shaped by the community

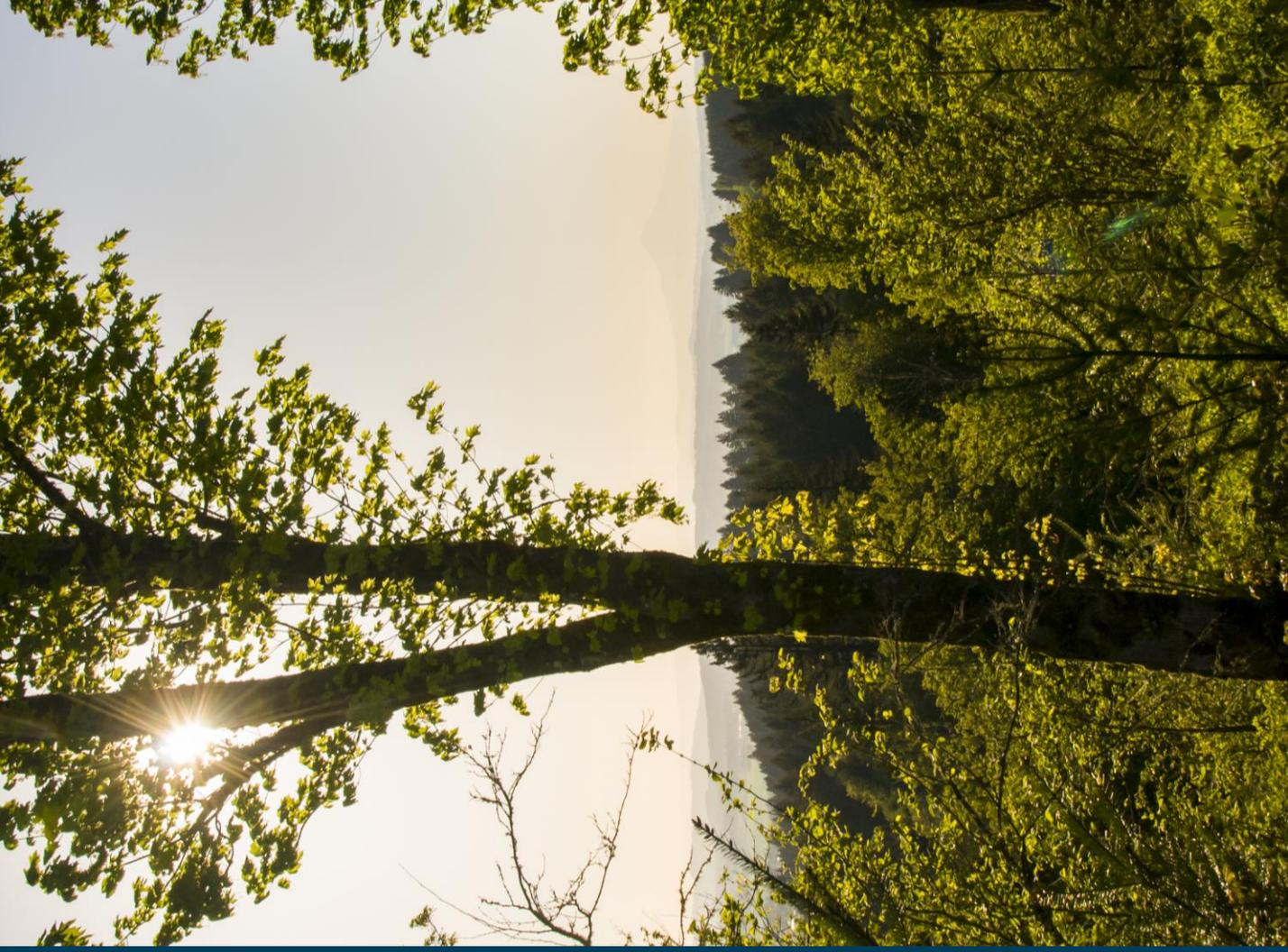
Maintain tax
rate

Advance racial
equity

Prepare for
climate change

\$475 million





Protecting and restoring land



Taking care of Metro parks



Supporting local projects

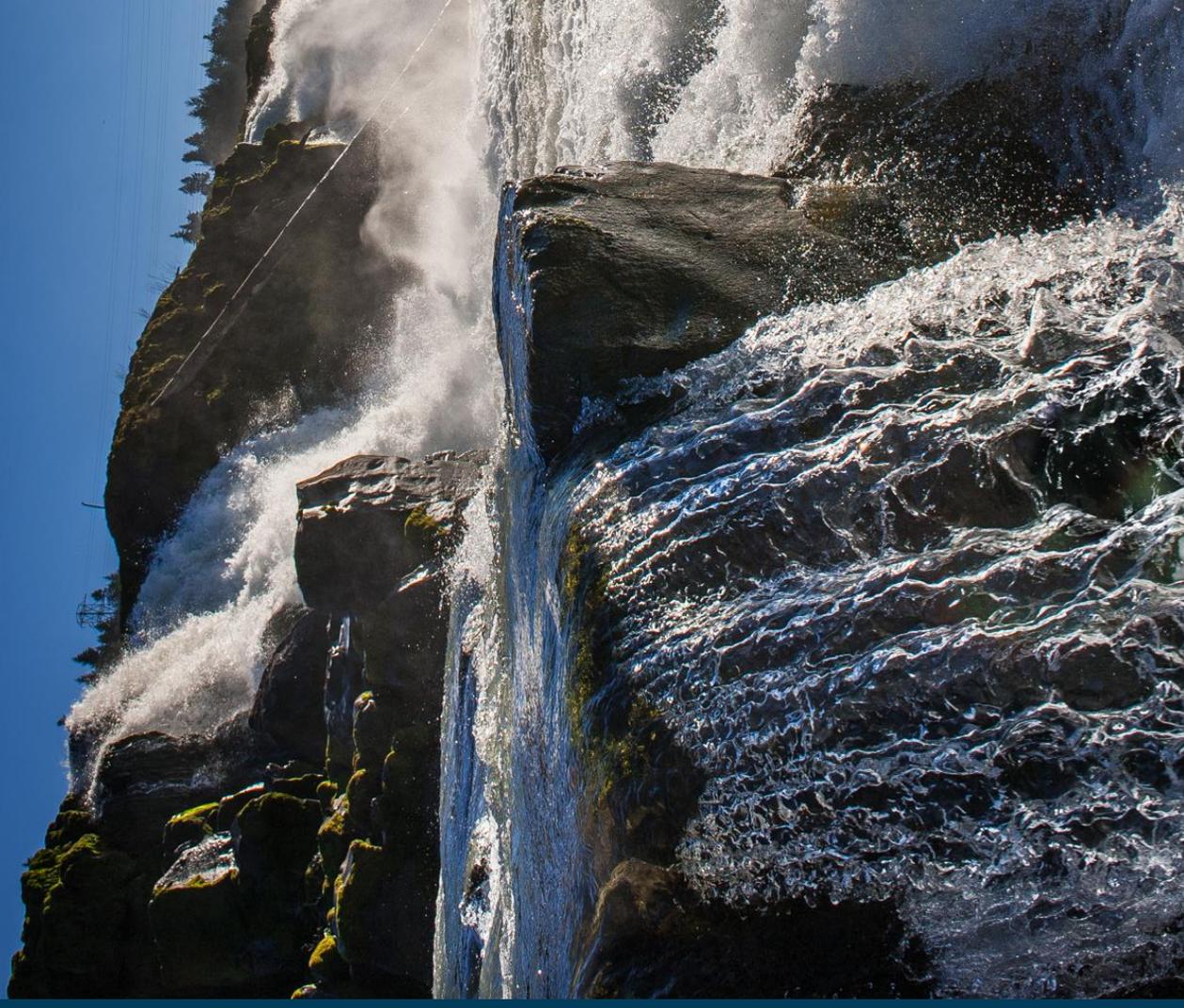
Awarding community grants



Creating trails for walking, biking



Advancing large-scale community visions

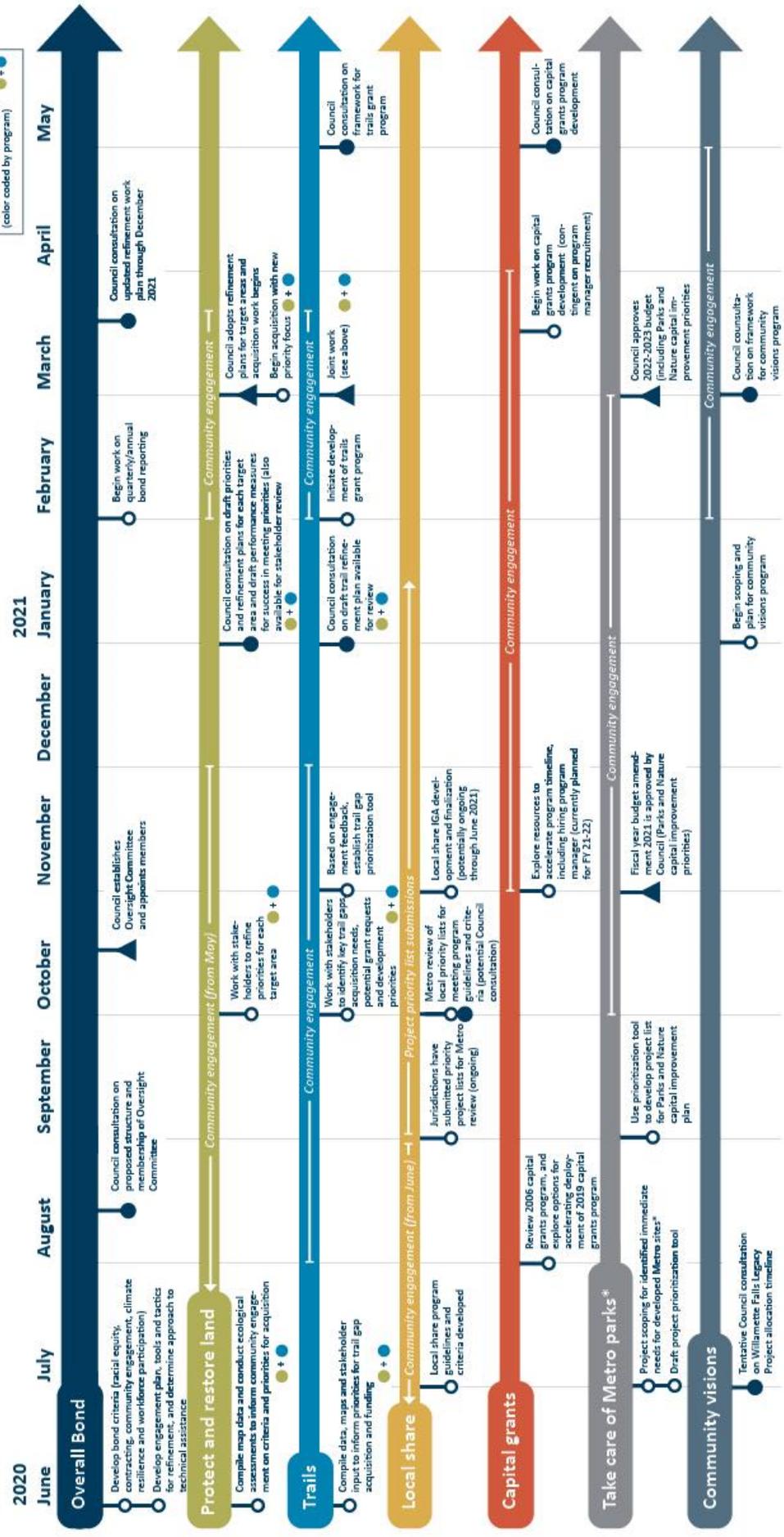




Metro Parks and Nature bond refinement timeline - DRAFT

(proposed high-level milestones subject to change, refinement timeline expected to continue through 2021)

Anticipated Council action
 Anticipated refinement milestone (marked at starting points)
 Council consultation (via briefing/work session or Council direct)
 Joint work across programs (color coded by program)



* Developed sites: Existing Metro sites including Oxbow, Blue Lake Park, cemeteries and boat launches
 Undeveloped sites: Metro sites with existing approved master plans and no/limited infrastructure

A legacy for future generations





Let's invest in our future.





CITY OF TROUTDALE



STAFF REPORT

SUBJECT / ISSUE: A Discussion on Proposed Housing Strategy

MEETING TYPE:
City Council Regular Mtg.

MEETING DATE:
May 26, 2020

STAFF MEMBER:
Arini Farrell, Associate Planner

DEPARTMENT:
Planning

ACTION REQUIRED:
Information / Discussion

PUBLIC HEARING:
No

ADVISORY COMMITTEE/COMMISSION RECOMMENDATION:
N/A

Comments: The housing needs analysis is a requirement from Oregon House Bill 2003, Statewide Land Use Planning Goal 10 (Housing), OAR 660 Division 7, and OAR 660 Division 8.

STAFF RECOMMENDATION: N/A

EXHIBITS:

- A. Troutdale Housing Summary
- B. Housing Needs Analysis Report
- C. Draft Housing Strategy

SUBJECT / ISSUE RELATES TO:

- Council Goals
 Legislative
 Other (describe)

Comprehensive Land Use Plan – Goal 10, Housing

ISSUE / COUNCIL DECISION & DISCUSSION POINTS:

- ◆ Review materials and information coming from the consultants’ presentation
- ◆ Consider recommended and optional housing policies to be incorporated into a strategy document for future consideration.
- ◆ Provide direction to Staff to move forward with HNA adoption and determine related policy/strategy at a later point, or have HNA adopted with the policy/strategy in place.

Reviewed and Approved by City Manager:

BACKGROUND:

On February 18, 2020, the City Council held a work session to hear a presentation on the recently completed Housing Needs Analysis report (HNA). The HNA is a critical document for the City in terms of long-range planning efforts, particularly when evaluating residential development proposals and rezoning applications.

The HNA was prepared and presented by Beth Goodman and Margaret Raimann of ECONorthwest, a local planning and economics firm that has worked with the City of Troutdale on other projects. Overseeing the HNA and related efforts was an ad-hoc Housing Committee, which consisted of members of the Troutdale Planning Commission and five at-large members with expertise in housing affairs.

The HNA is based on factual analysis and must meet certain standards outlined in state law. In addition to HNA, the consultants also worked with the committee on developing a Housing Strategy that the City could endorse or consider in order to maintain its obligations with state law to provide and accommodate for all housing types. The presentation in February covered the facts; this presentation will cover policy options the City could consider for the strategy.

As the state and Metro become more involved in housing, it will be important for Troutdale to determine housing policies that work best locally rather than be subject to a model code that compels a city to consider all of them. An updated HNA can only go so far; cities now must be proactive in housing policy within the guardrails of state law to maintain a modicum of home rule.

The presentation will cover the following items:

- How to adopt the Housing Needs Analysis. Options are:
 - Immediate adoption of the fact-based information into the Comprehensive Plan
 - Adopt the HNA with a parallel Housing Strategy (takes longer)
- Highlights of potential policies that stem from a draft Housing Strategy document
 - Recommended policies based on feedback from staff, committee, and consultant
 - Other policy options that could be employed

Current Year Budget Impacts: Yes (*describe*) N/A

HNA project was budgeted for FY19-FY20

Future Fiscal Impacts: Yes (*describe*) N/A

Developing a production strategy as required by HB 2003 would require consultant assistance

City Attorney Approved: Yes N/A

Community Involvement Process: Yes (*describe*) N/A

The project was steered by the Housing Committee which consisted of Planning Commissioners and housing professionals from May 2019- December 2019. Meeting were open to the public with comment periods. Additionally, a rent burden meeting was held on December 4, 2019 consistent with the requirements of HB 4006. The HNA was presented on February 18, 2020.



City of Troutdale Housing Needs Analysis

Summary Report
FEBRUARY 2020

ECONorthwest
ECONOMICS • FINANCE • PLANNING



Acknowledgments

ECONorthwest prepared this report for the City of Troutdale. ECONorthwest and the City of Troutdale thank those who helped develop the Troutdale Housing Needs Analysis.

Troutdale Housing Committee

City of Troutdale Planning Commission

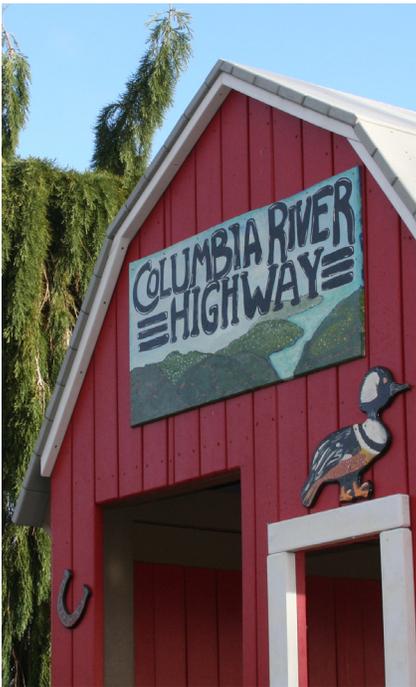
Sandy Glantz
Shirley Prickett
Tanney Staffenson

Ryan Campbell
Frank Grande
Thomas Rosenbarger

Marvin Woidyla
Paul Wilcox

Housing Professionals

Pamela Kambur, Home Forward
Carey Sheldon, Sheldon Development Inc.
Danielle Hadler, US Bank
Ethan Stuckmayer, Department of Land Conservation and Development
Megan Errington, Mt. Hood Realty



City of Troutdale

Chris Damgen, Community Development Director
Arini Farrell, Associate Planner/Floodplain Manager

Consultant Team (ECONorthwest)

Beth Goodman, Project Director
Margaret Raimann, Technical Manager

City of Troutdale Contact

Arini Farrell, Associate Planner
City of Troutdale
2200 SW 18th Way
Troutdale, OR 97060
arini.farrell@troutdaleoregon.gov

ECONorthwest Contact

Beth Goodman, Project Director
ECONorthwest
222 SW Columbia, Suite 1600
Portland, OR 97201
503-222-6060
goodman@econw.com

Introduction

Troutdale is in the process of reviewing the city's housing needs and the housing market, which have changed since Troutdale last reviewed them in 2011. Troutdale grew from 13,777 people in 2000 to 16,185 people in 2018, adding more than 2,400 people. Since 2000, housing has become less affordable across the Portland Region, with rates of housing cost burden increasing from 32% to 38% for all Troutdale households, consistent with regional trends.

Historical residential development was predominantly single-family detached housing in the 1960s through 2000s. Subdivisions such as Old Sweetbriar Farm, Sandee Palisades, Weedon Addition, and Corbeth were built during the 1970s. In the 1990s, subdivisions such as Stuart Ridge Estates, Hampton Point, and Strawberry Meadows were built. Beginning in the 2000s, developments with smaller lot sizes were built, such as Edgefield Estates and Morgan Meadows. During the same period, the Estates at Riverbend were developed with more traditional larger-lot single-family detached housing.

Troutdale also has a substantial amount of attached and multifamily housing, such as townhouses, duplexes and tri-plexes, and apartments. During the late-1970s and 1980s much of Troutdale's stock of multifamily apartment housing was built. In the 1990s, the Town Center Overlay was established and started to encourage denser development patterns and middle housing typologies within the overlay — a trend that continues through today. The 1990s also featured the development of the City's only master-planned mixed-use (MPMU) development, Cherry Ridge, which included single-family and multifamily residentially zoned areas in conjunction with commercial services.

The effects of the Great Recession slowed housing activity in the final years of this decade, leading into the 2010s. Residential development in this decade began at a modest pace but has increased since 2015. The City approved development of nearly 400 dwelling units since 2015. About 240 units of housing are multifamily apartments, 110 units are townhouses, and 45 units were single-family, detached housing. All of the apartments and townhouses are under construction and expected to be completed in 2020.

In addition to these units, Troutdale anticipates the development of roughly 280 additional multifamily residential units (of which 110 would be income restricted) by 2022, based on preapplication reviews and units expected to be built through the Metro Housing Bond. All of these 280 units are forecasted to be in Troutdale's Town Center Overlay District. The City's on-going work to update Troutdale's Town Center Plan for the 2020 to 2040 period identifies 13 Opportunity Sites in the Town Center Overlay in which up to 600 residential units are to be considered for placement. Of these, the Town Center Committee has highlighted the need for middle housing typologies, generally treated as medium-density residential in several of these sites.

This report provides Troutdale with a factual basis to update the Housing Goal section of the City's Comprehensive Plan and Development Code and support future planning efforts related to housing and options for addressing unmet housing needs in Troutdale. This report provides the City with information about the housing market in Troutdale and describes the factors that will affect future housing demand in Troutdale, such as changing demographics.





Troutdale Terrace

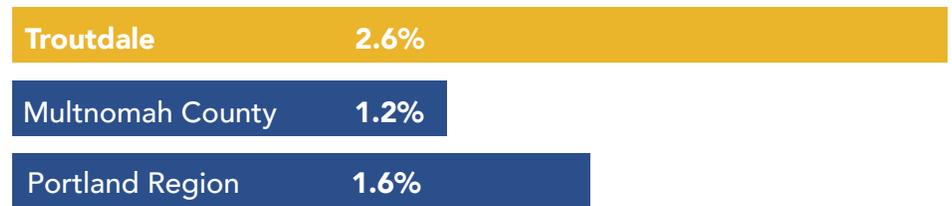
Troutdale's Population and Households

Population and housing characteristics are useful for better understanding Troutdale and the people who live here. Characteristics such as population growth, age of residents, household size and composition, commuting patterns, homeownership, and ethnicity provide useful context about how the characteristics of Troutdale households compare to Multnomah County and the Portland Region (defined as Clackamas, Multnomah, and Washington Counties).

Unless otherwise noted, all data sources in this document are from the U.S. Census Bureau, 2013-2017 American Community Survey, 5-year estimates.

AVERAGE POPULATION GROWTH PER YEAR, 1990-2018

Source: Portland State University, Population Research Center



Troutdale's population is growing more than twice the county average.

Troutdale's population has grown 2.6% annually since 1990.

Troutdale's average population is younger than the statewide average.

Troutdale's population is similarly aged compared to Multnomah County.

Troutdale's population will grow older on average by 2040.

Troutdale's population over age 60 is expected to increase over the next 20 years, consistent with Multnomah County trends.

POPULATION, 2018

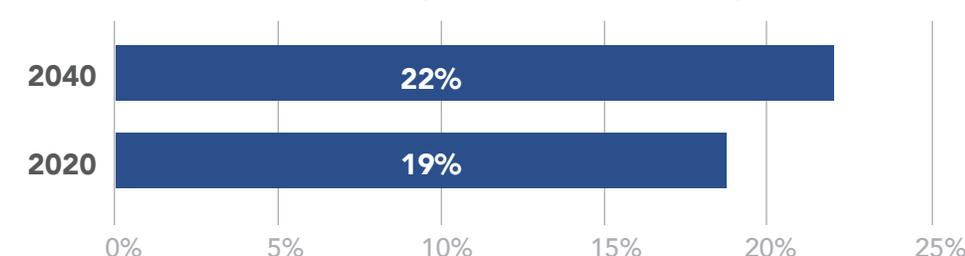
Source: Portland State University, Population Research Center



MEDIAN AGE, 2017



POPULATION AGED 60 & OLDER, MULTNOMAH COUNTY, 2020 & 2040

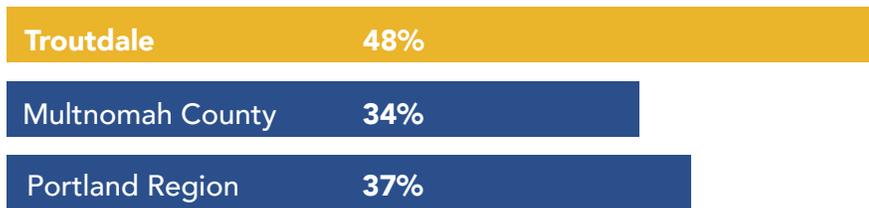


TROUTDALE'S POPULATION AND HOUSEHOLDS

AVERAGE NUMBER OF PEOPLE PER HOUSEHOLD, 2017



PERCENT OF HOUSEHOLDS THAT ARE 3-PERSONS OR MORE, 2017

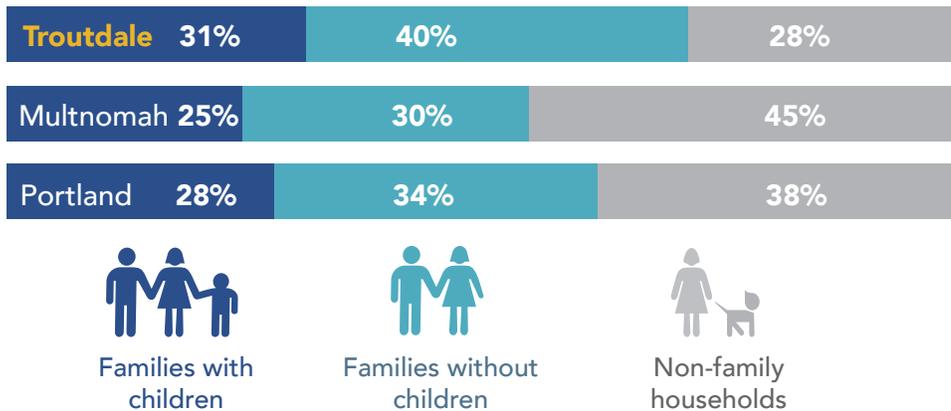


Troutdale has a larger percentage of families with 3-persons or more than the County or Portland Region.

Troutdale has a smaller percentage of 1- and 2-person households than the County or Portland Region.

HOUSEHOLD COMPOSITION, 2017

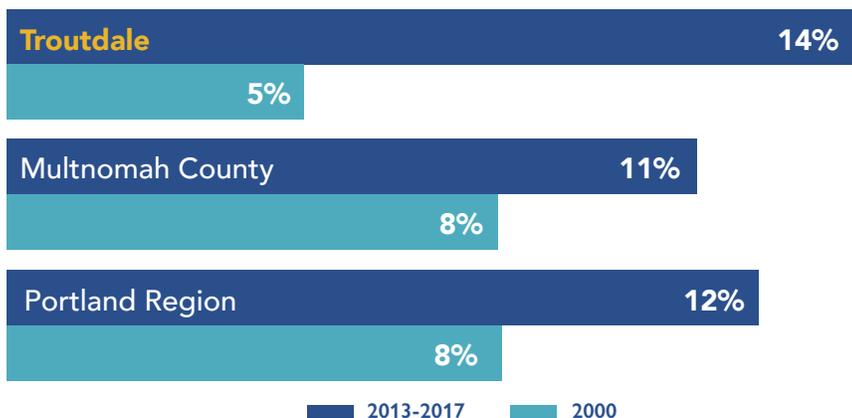
A family household is one in which the residents are related to at least one other person in the household by birth, marriage, or adoption. Non-family households include people living alone, unmarried couples, and unrelated house mates.



Troutdale has more family households with children than the County and Portland Region.

This is consistent with Troutdale's larger household size and larger share of population in households with three or more people.

PERCENT OF POPULATION THAT IS HISPANIC OR LATINO, 2000 AND 2017



Troutdale's population is more ethnically diverse than the County and Portland Region.

Troutdale's Hispanic or Latino population has nearly tripled as a percentage of all population since 2000.

Troutdale's Housing Market



Analysis of historic development trends in Troutdale provides insights into how the local housing market functions in the context of Multnomah County. This report groups housing into four housing types shown below.

HOUSING TYPES



SINGLE-FAMILY DETACHED



SINGLE-FAMILY ATTACHED



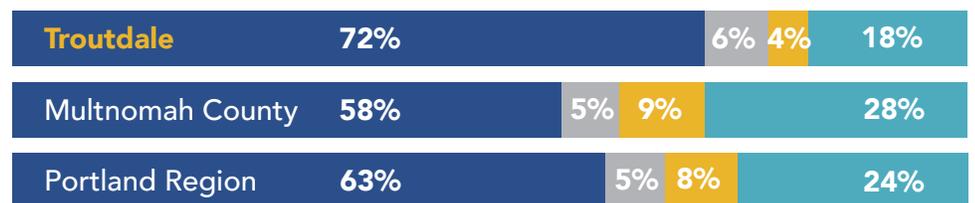
DUPLEX, TRIPLEX, AND QUADPLEX



MULTI-FAMILY (5+ UNITS)

Nearly three-quarters of Troutdale's housing stock is single-family detached, more than the County or Portland Region.

MIX OF HOUSING TYPES, 2017



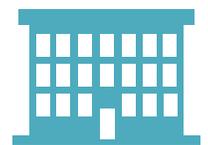
SINGLE-FAMILY DETACHED



SINGLE-FAMILY ATTACHED



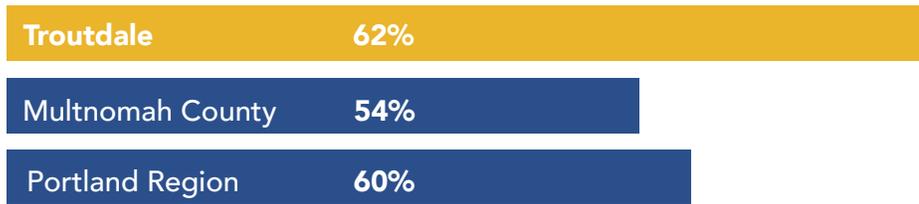
DUPLEX, TRIPLEX, OR QUADPLEX



MULTI-FAMILY (5+ UNITS)

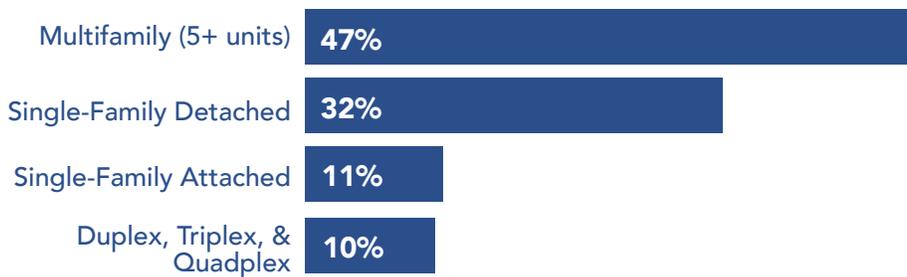
TROUTDALE'S HOUSING MARKET

PERCENT OF HOUSING UNITS THAT ARE OWNER-OCCUPIED, 2017



About 62% of Troutdale's units are owner-occupied, similar to the Portland Region.

PERCENT OF TROUTDALE HOUSING UNITS THAT ARE RENTER-OCCUPIED BY TYPE OF HOUSING, TROUTDALE, 2017



Most renters live in multifamily (5+ units) housing in Troutdale. Renters in Troutdale have comparatively fewer options for townhouse or duplex, triplex, or quadplex rentals.

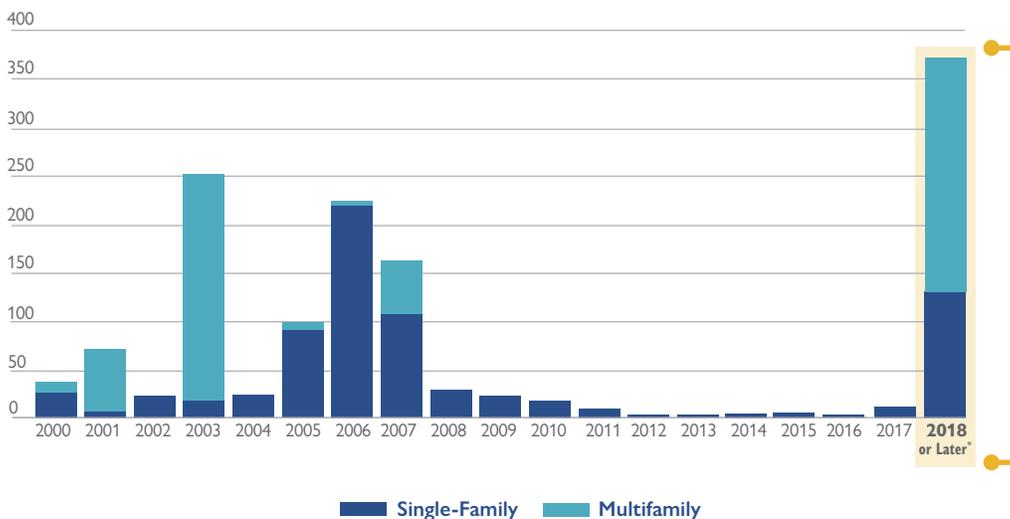
Since 2000 there were 1,006 units built in Troutdale. Sixty-three percent of all units built in this period were single-family dwelling units and 37% were multifamily. In 2018, construction started on 372 units, about 240 of which were multifamily units and 110 of which were single-family attached housing.

Between 2008 and 2017, 107 units were built in Troutdale.

UNITS BUILT BY YEAR AND TYPE OF UNIT, TROUTDALE, 2000-2017

Source: RLIS

Note: In this chart, single-family includes single-family detached & single-family attached (townhouses).



Starting in 2018, there are 240 units of multifamily under construction, expected to be completed by about 2020.

These developments include Eagle Ridge, 216 apartments, and Cherry Park Apartments, 24 apartments. In addition, there are 110 units of townhouses under construction, at Lancaster Park and Howard Estates.

*2018 or Later Units are under construction now.

Housing Affordability

The term affordable housing refers to a household's ability to find housing within its financial means. Housing affordability affects both high-and lower-income households and is an important issue for Troutdale. Low-income households have fewer resources available to pay for housing and have the most difficulty finding affordable housing. Key points about affordability in Troutdale include:

- Troutdale will continue to have an ongoing need for housing affordable to lower- income and moderate-income households.
- The City is planning needed housing types for households of all income levels.
- Future housing affordability will depend on the relationship between income and housing price within the broader Portland Region. The key question, which is difficult to answer based on historical data, is whether housing prices will continue to outpace income growth. It seems likely that without public intervention, housing will become less affordable in the Portland Region, including in Troutdale.

About 38% of Troutdale households are cost burdened.

Renters are significantly more cost-burdened than homeowners, with 58% of renters cost burdened, including 33% of renters that are severely cost burdened.

Cost burden rates in Troutdale are similar to Multnomah County averages, as well as cities like Fairview and Milwaukie.

While the Census reports the median monthly rent in Troutdale as \$1,077, Costar estimates the average asking multifamily rent in Troutdale in mid-2019 was \$1,250 per month.

Median home sales prices in Troutdale are among the lowest when compared to other peer cities.

PERCENT OF HOUSEHOLDS THAT ARE COST BURDENED, 2017

Cost burdened households spend more than 30% of their gross income on housing. Severely-cost burdened households spend more than 50% of their gross income on housing.

PERCENT OF TROUTDALE HOUSEHOLDS THAT ARE COST-BURDENED & SEVERELY COST-BURDENED BY OWNERSHIP STATUS, 2017



AVG. ASKING MULTIFAMILY RENT, 2019

Source: CoStar

\$1,250 Troutdale
\$1,306 Multnomah County

MEDIAN MONTHLY RENTS, 2017

\$1,077 Troutdale
\$1,094 Multnomah County

MEDIAN HOME SALES PRICES, 2019

Source: Property Radar

\$300K Fairview | **\$350K** Gresham | **\$355K** Troutdale | **\$385K** Gladstone | **\$401K** Milwaukie | **\$425K** Canby | **\$577K** Happy Valley

HOUSING AFFORDABILITY

HOUSEHOLD INCOME DISTRIBUTION, 2017

Troutdale



Multnomah County



Legend: < \$25K (Yellow), \$25K-\$49K (Teal), \$50K-\$74K (Dark Blue), \$75K-\$99K (Orange), \$100K-\$149K (Grey), \$150K+ (Black)

Growth of lower-income jobs in Troutdale and the surrounding region contribute to difficulties in housing affordability.

Growth from Amazon and Fed-Ex were major contributors to job growth in Troutdale over the last few years. Many jobs with these (and other) companies have relatively low pay, making it difficult for some employees to afford housing in Troutdale.

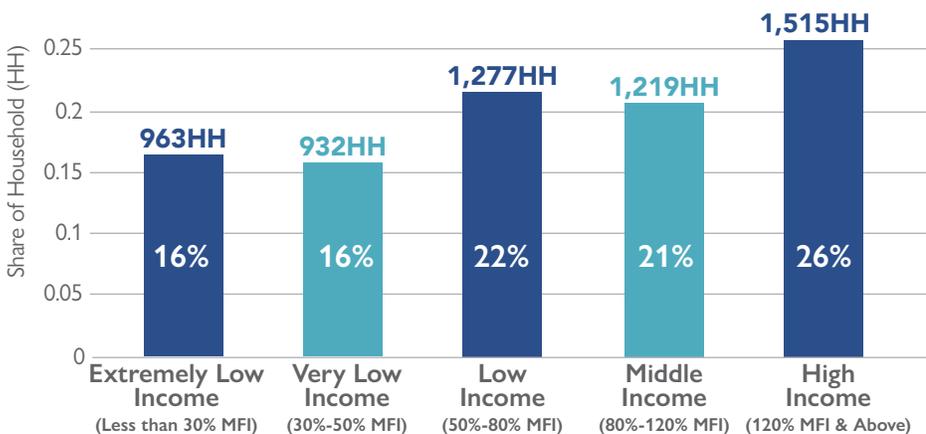
FINANCIALLY ATTAINABLE HOUSING BY MEDIAN FAMILY INCOME, 2018

Another way to evaluate housing affordability is to consider housing types affordable at different levels of income. The 2019 Median Family Income (MFI) in Multnomah County was \$87,900. A household in Troutdale would need to earn \$44,000 (50% of MFI) to afford the median monthly rent of \$1,077 in Troutdale. A household would need to earn more than \$105,000 (about 120% of MFI) to afford the median home sales price of \$355,000 in Troutdale.



Cherry Ridge Apartments

SHARE OF TROUTDALE'S HOUSEHOLDS BY MEDIAN FAMILY INCOME, 2018



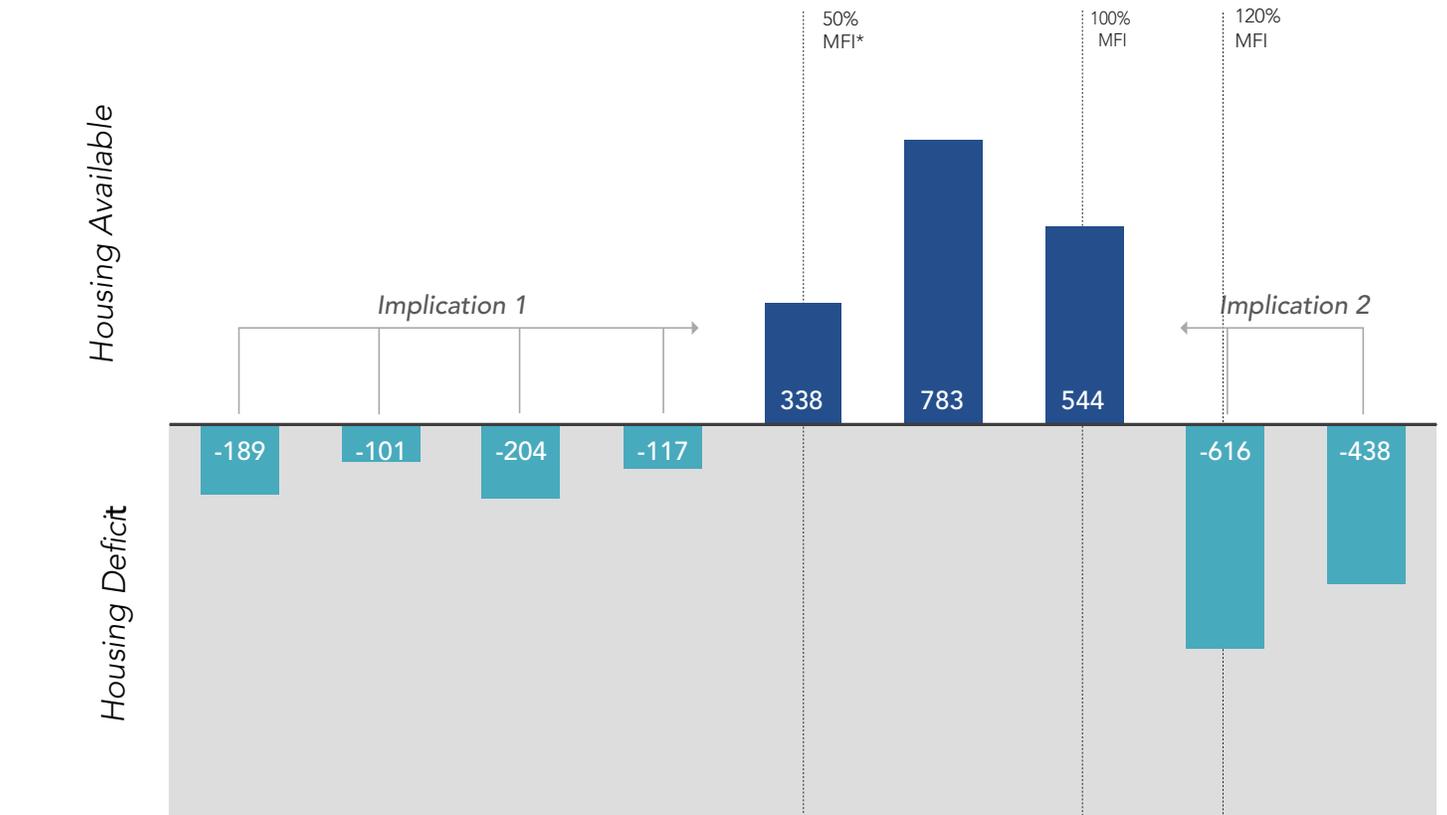
HOUSING AFFORDABILITY

AFFORDABLE HOUSING COSTS AND UNITS BY INCOME LEVEL, 2018

Troutdale currently has a deficit of housing affordable to households earning less than \$35,000, and an even larger deficit for households earning more than \$100,000.

For lower income households, the types of housing with a deficit in Troutdale include more affordable housing types such as income-restricted government-subsidized housing, multifamily products, and more affordable single-family homes (e.g., tiny homes, cottages, manufactured housing).

Troutdale also shows a substantial need for higher-amenity housing types for households earning more than \$100,000 per year or more. Higher-amenity housing types include single-family detached housing, single-family attached housing (e.g., townhomes and row houses), and higher-end multifamily products (including condominiums).



Household Income	Less than \$10,000	\$10,000–\$14,999	\$15,000–\$24,999	\$25,000–\$34,999	\$35,000–\$49,999	\$50,000–\$74,999	\$75,000–\$99,999	\$100,000–\$149,999	\$150,000 or more
# Households	430	190	289	410	923	1,124	857	1,169	514
# Surplus / Deficit Units	-189	-101	-204	-117	338	783	544	-616	-438
Share of Units in each Income Category	4%	2%	1%	5%	21%	32%	24%	9%	1%

*Median Family Income for a family of four.

Implication 1

Some lower-income households live in housing that is more expensive than they can afford because affordable housing is not available. These households are cost burdened.

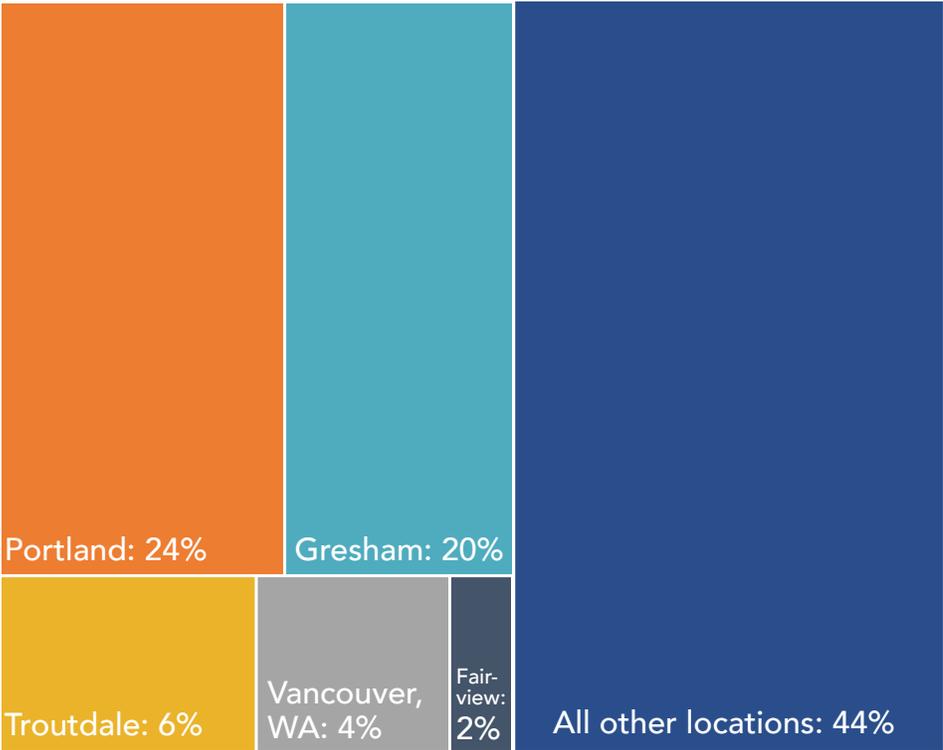
Implication 2

Some higher-income households choose housing that costs less than they can afford. This may be the result of the household's preference or it may be the result of a lack of higher-cost and higher-amenity housing that would better suit their preferences.

Commuting Patterns

Troutdale is part of the complex, interconnected economy of the Portland Region. Of the more than 7,400 people who work in Troutdale, 94% of workers commute into Troutdale from other areas, most notably Portland, Gresham, Vancouver, and Fairview. Nearly 7,400 residents of Troutdale commute out of the city for work, many of them to Portland.

ORIGIN OF TROUTDALE EMPLOYEES, 2017



About half of all the people who work at businesses in Troutdale live outside of Multnomah County.

PERCENT OF EMPLOYEES WHO LIVE AND WORK IN TROUTDALE, 2017



Note: Amazon employment is not included in data reported here.

The number of people who live and work in Troutdale stayed relatively stable since 2002.

In 2002, about 5.8% of people lived and worked in Troutdale. By 2017, it has increased slightly to 6.4%.

Factors Affecting Housing Need

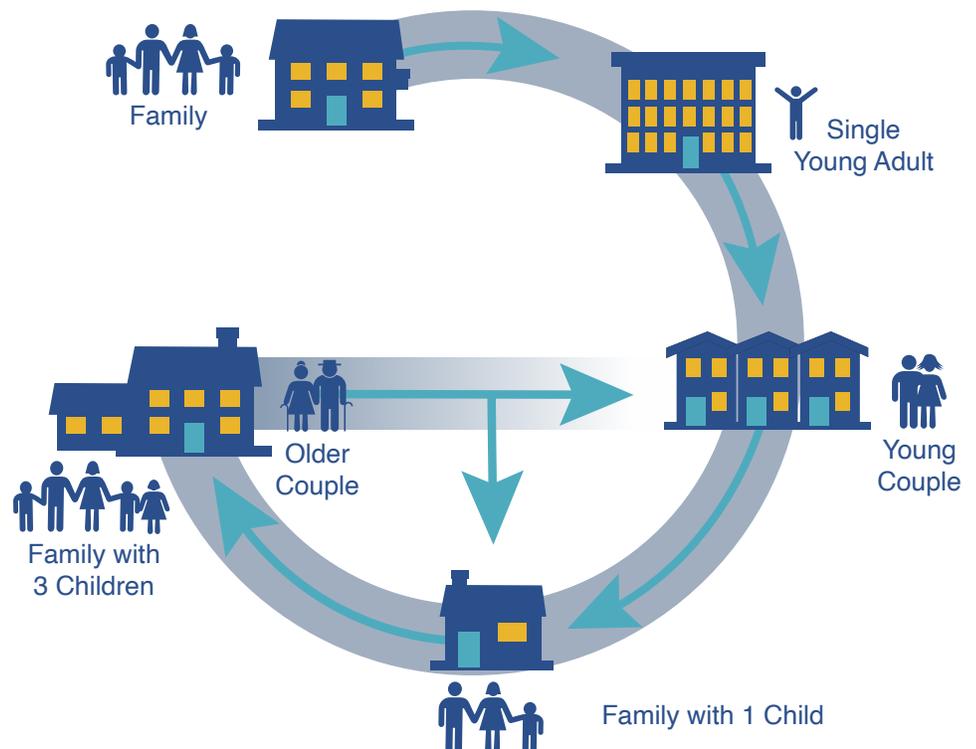


Studies and data analysis have shown a clear linkage between demographic characteristics and housing choice, as shown in the figure below.

Key relationships include:

- Housing needs change over a person's lifetime.
- Homeownership rates increase as income increases.
- Homeownership rates increase as age increases.
- Choice of single-family detached housing increases as income increases.
- Renters are more likely to choose multifamily housing than single-family housing.
- Income is a strong determinant of homeownership and housing-type choice for all age categories.

HOUSING LIFE CYCLE



FACTORS AFFECTING HOUSING NEED

The linkage between demographics and housing need can be used to predict future housing need in Troutdale. Three demographic trends are particularly important in Troutdale.

- Aging of Baby Boomer Generation (born 1946 to 1964)
- Aging of Millennials and Younger Populations
- Continued growth of the Hispanic/Latino population

AGING OF THE BABY BOOMERS

Consistent with state and national trends, Troutdale’s population is growing older. By 2040, 22% of Multnomah County’s population is forecast to be 60 years and older, up from 19% in 2020.

LIKELY TRENDS AMONG BABY BOOMER HOUSEHOLDS



Implications for Troutdale’s housing:

Need for smaller, lower-cost housing near transit and urban amenities (when they are developed) such as shopping and health care services.

HOUSEHOLD FORMATION OF MILLENNIALS & YOUNGER POPULATIONS

Troutdale’s population aged 20-39 is amongst the highest of any other age group. Troutdale’s ability to attract and retain Millennials and younger populations will depend on availability of affordable owner- and renter-occupied housing.

LIKELY TRENDS AMONG MILLENNIAL HOUSEHOLDS:



Implications for Millennials and other younger populations:

Need for affordable owner and renter housing, especially in neighborhoods that are designed to be walkable.

Millennials’ and younger populations may have increasing incomes as they age. They will need opportunities for affordable, owner-occupied single-family housing, such as townhouses, duplexes, triplexes, and fourplexes.

CONTINUED GROWTH HISPANIC/LATINO POPULATION

Troutdale’s Hispanic/Latino population nearly tripled since 2000. Nationwide, the Hispanic/Latino population is predicted to be the fastest growing racial/ethnic group over the next few decades.

CHARACTERISTICS OF HISPANIC HOUSEHOLDS COMPARED TO NON-HISPANIC HOUSEHOLDS:



Implications for Hispanic/Latinos:

Need for larger, lower-cost renting and ownership opportunities for larger households with more children and multiple generations.

Development Capacity

Definitions

Buildable residential land:

Unconstrained vacant and partially-vacant land designated for residential development.

Vacant land:

Unconstrained suitable land designated for residential development.

Partially vacant land:

Unconstrained suitable land with enough land to support additional residential development under the existing zoning standards.

Constrained land:

Land that is not available for development based upon one or more factors that include environmental protections, such as flood plain or wetlands.

Capacity:

Number of dwelling units that can be accommodated on buildable land at planned densities.

Housing density:

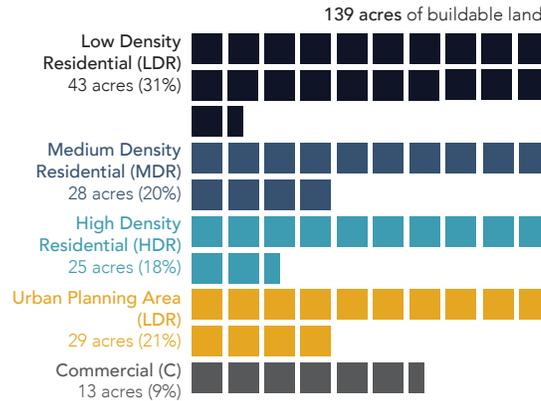
Number of dwelling units in an acre of land, with 43,560 square feet to 1 acre.

Troutdale's Comprehensive Plan calls for preferred densities of 21 dwelling units per acre (du/a) in high-density residential, 8.5 du/a in medium-density residential, and 5 du/a in low-density residential.

Troutdale has about 139 acres of residential land that is vacant or partially vacant. The majority of Troutdale's buildable residential land is in low-density designations.

TROUTDALE'S BUILDABLE VACANT & PARTIALLY VACANT RESIDENTIAL LAND, BY PLAN DESIGNATION, 2019

Note: The numbers in the graphic below may not sum to the total as a result of rounding.

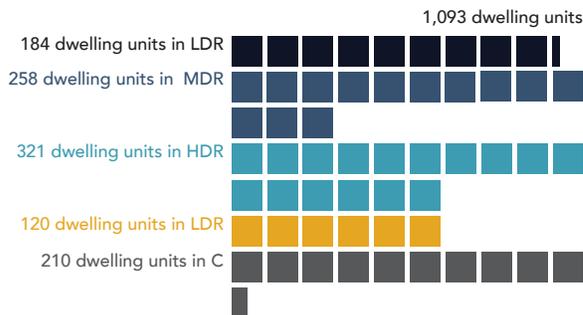


The capacity analysis estimates the number of new dwelling units that can be accommodated on Troutdale's buildable vacant and partially vacant residential land based on historical densities, with deductions for future rights-of-way.

Troutdale's vacant and partially vacant residential land based can accommodate 1,093 new dwelling units at historical development densities.

Capacity on Buildable Residential Land

CAPACITY ON RESIDENTIAL LAND BY PLAN DESIGNATION, TROUTDALE

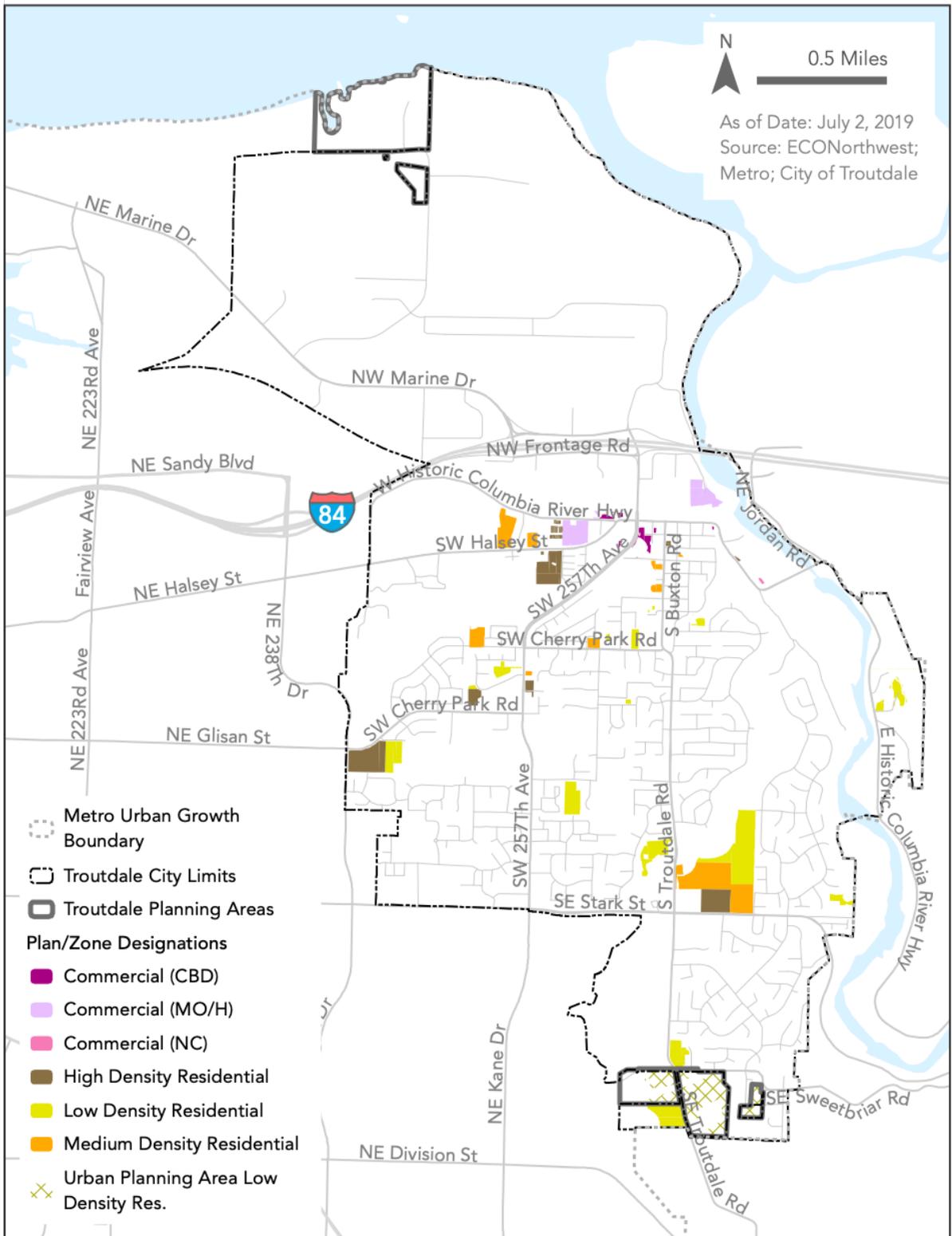


DENSITY ON TROUTDALE'S RESIDENTIAL LAND BASED ON HISTORICAL DENSITIES, DWELLING UNITS PER NET ACRE

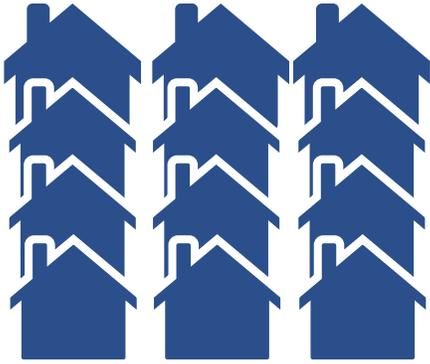


Troutdale's Buildable Lands Inventory

Unconstrained Vacant and Partially Vacant Residential Land



Accommodating Needed Housing



720 new dwelling units

Troutdale's forecast for new housing is for 720 new dwelling units between 2020 and 2040.

Ongoing development could meet a substantial amount of Troutdale's housing needs and the forecast for growth.

There are nearly 350 multifamily and single-family attached units currently under construction or expected to complete construction by 2020. This number of new units accommodates nearly half of the forecast of 720 new units for Troutdale, including the forecast of new multifamily and single-family attached units (a total of 360 new units). This development is for housing priced at market rate.

Demand for Residential, by Housing Type

Troutdale's population growth over the next 20 years will affect the number of new housing created and the demand for residential land needed. Troutdale's forecast for new housing is based on the forecast for population growth within the city limits.

FORECAST TOTAL HOUSEHOLD GROWTH, TROUTDALE, 2020-2040

Source: Oregon Metro 2040 Distributed Forecast

Based on the Oregon Metro 2040 Distributed Forecast, population growth in Troutdale will require 720 new dwelling units over the 20-year period. The analysis of housing affordability, the factors affecting housing need, and demographic changes suggest that Troutdale needs more affordable housing and a greater variety of housing types, including more smaller-scale single-family detached housing, townhouses, multifamily, and higher-amenity housing.



SINGLE-FAMILY DETACHED

360

new dwelling units



SINGLE-FAMILY ATTACHED

108

new dwelling units



DUPLEX, TRIPLEX, AND QUADPLEX

122

new dwelling units



MULTI-FAMILY (5+ UNITS)

130

new dwelling units

Comparison of Housing Capacity to Housing Demand

The last step in the Housing Needs Analysis is to compare the capacity of Troutdale’s vacant and partially-vacant residential land with demand for housing by Land Use Plan designation. Troutdale has sufficient land to accommodate development in all residential plan designations, with a surplus of 41 units in low density, 56 units in medium density, 98 units in high density, 22 units in low density of Urban Planned Area, and 54 units in commercial zones that allow residential use.



SURPLUS OF LAND AND CAPACITY FOR NEW HOUSING BY PLAN DESIGNATION, TROUTDALE



Key Findings & Conclusions



The key findings and conclusions of the Troutdale Housing Needs Analysis are that:

- **Troutdale is forecast to have growth in all types of housing through 2040.** The number of households in Troutdale’s city limits is forecast to grow from 5,824 households to 6,544 households, an increase of 720 households between 2020 and 2040.

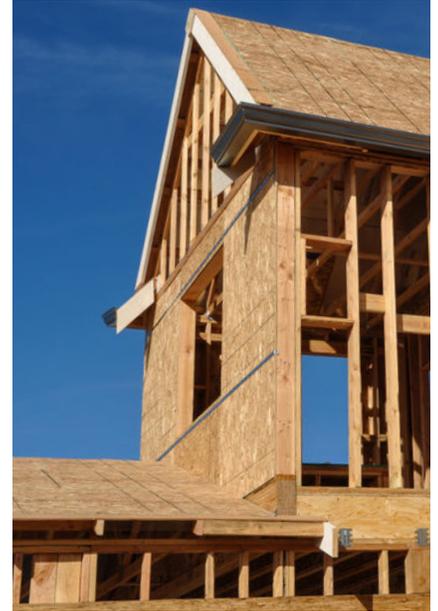
Historically, about 72% of Troutdale’s housing was single-family detached. New housing in Troutdale is forecast to be 50% single-family detached, 15% single-family attached, and 35% multifamily. Local and regional changes in demographics will drive this shift in types of housing. For example, the aging of senior populations and the household formation of young adults will drive demand for renter and owner-occupied housing, including small single-family detached housing, townhouses, duplexes, and apartments/condominiums.

- **Ongoing development could meet a substantial amount of Troutdale’s housing needs and the forecast for growth.** Troutdale has about 350 multifamily and single-family attached units currently under construction or expected to complete construction by 2020. This number of new units not only accommodates nearly half of the forecast of new units in Troutdale (720 new units) but also the forecast of new multifamily and single-family attached units (a total of 360 new units). In addition, Troutdale is in preapplication review discussions with developers for an additional 280 units of multifamily housing, about 110 units of which would be income restricted. While these new units will meet much of Troutdale’s need for multifamily and single-family attached housing, the city will continue to have need for income-restricted government-subsidized housing affordable to extremely low- and very low-income households.
- **Housing affordability problems across the Portland Region, including in Troutdale, will also drive need for a wider range of housing types.** About 38% of Troutdale’s households have affordability problems, including a cost-burden (or severe cost burden) rate of 58% for renter households. Troutdale’s level of cost burden is similar to other communities in Multnomah County. Troutdale’s unmet housing needs include:
 - **Renter housing.** The average asking rent for multifamily housing in Troutdale in 2019 was about \$1,250, which is affordable to households earning about 60% of the median family income (about \$53,000). About one-third of Troutdale’s households have incomes below this level and cannot afford the average rent. As shown in the rates of cost burden, many of these renter households are cost burdened. A small portion of this unmet housing need can be met through the anticipated development of 110 units of income-restricted affordable housing that is anticipated to be built using funding from the Metro Housing Bond. Troutdale will continue to have unmet renter housing needs, both for existing households and for new households.

Continued diversification of housing types can help meet the needs for market-rate affordable housing, such as the apartment and townhouses under construction and expected to be completed by 2020.

Meeting the need for housing affordable for extremely low- and very low-income households will require development of income-restricted government-subsidized housing, such as the housing anticipated to be built using funding from the Metro Housing Bond.

- **Owner-occupied housing.** The median home sales price in 2019 was about \$355,000, which is affordable to households earning about 120% of the median family income (about \$105,000). About one-quarter of Troutdale’s households have incomes below this level. While Troutdale is one of the more affordable cities for homeownership in the Portland region, households at middle incomes (between \$53,000 to \$105,000) are less able to afford housing in Troutdale. One way to increase the supply of affordable owner-occupied housing is to increase opportunities for development of middle-income housing, such as duplexes or townhouses. Some of this unmet need may be met through the on-going development of 110 townhouses currently under construction.
- **Troutdale also has need for development of high-amenity housing for higher-income households.** Nearly 30% of Troutdale’s households have incomes of \$100,000 or above. Troutdale has 1,000 fewer dwelling units in the price range of \$350,000 or more, which would be considered affordable to these households, assuming they spent 30% of their income on housing costs. As a result, there are fewer choices of high-amenity housing for higher-income households.
- **Troutdale will need to meet the requirements of House Bill 2001.** The legislature passed House Bill 2001 in the 2019 Legislative Session. The bill requires cities within the Metro UGB to allow “middle” housing types in low-density residential zones. The bill defines middle housing types as duplexes, triplexes, quadplexes, cottage clusters, and townhouses. The City will need to allow duplexes on any lot where single-family detached housing is allowed in residential zones. The City can identify areas within single-family zones to allow the other middle housing types.
- **Commuting patterns in Troutdale indicate an imbalance of available housing and employment.** This trend is not unique to Troutdale, as many cities located within the Portland region have a large share of residents commuting out of the city for work, as well as workers who reside elsewhere. While there are many reasons people may choose to live and work in different locations, the lack of housing affordable at income levels that align with wages at jobs in Troutdale also contributes to this commuting trend. To begin to address this issue, Troutdale can align its updated housing policies with related economic development policies that focus on balancing available housing with jobs. In its review of economic development policies, Troutdale could encourage growth of jobs with pay that allows residents to live and work in the city.



Housing Policy Recommendations



This section presents a summary of the housing policy recommendations resulting from the Housing Needs Analysis report for Troutdale. The full recommendations, including actions for implementing the policies and objectives, is in the memorandum *Troutdale Housing Policies and Actions*.

POLICY 1: Ensure an adequate supply of land is available and serviced.

Plan for a 20-year supply (through 2040) of suitable land with urban services and the necessary services for Troutdale to meet housing needs within the existing planning area.

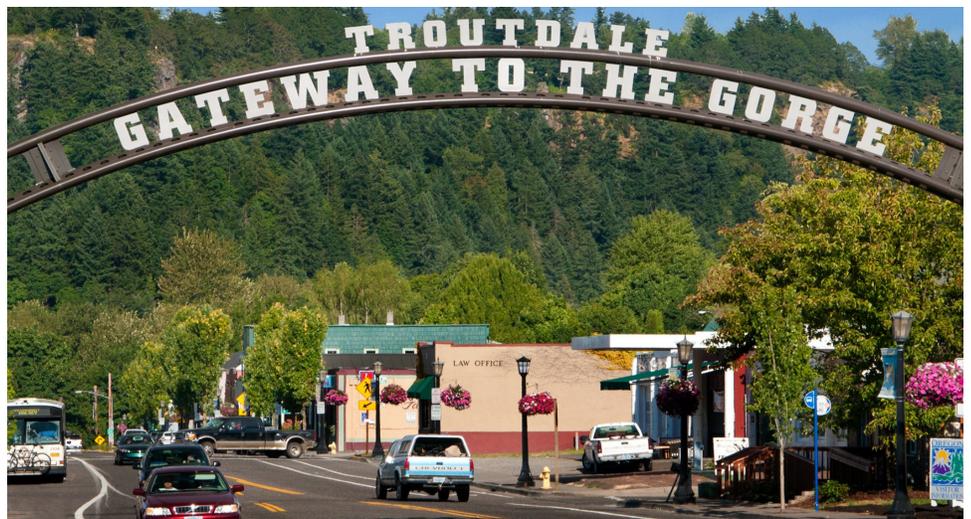
Objective 1.1: Ensure that there is sufficient land in each residential plan designation to meet the land needs identified in the Housing Needs Analysis.

Objective 1.2: Ensure that the Troutdale Development Code continues to use clear and objective standards for development of needed housing, setting minimum standards that do not go beyond issues that are essential for public health, safety, and welfare.

Objective 1.3: Continue to designate residential land in close proximity to employment and shopping facilities to allow Troutdale residents easy, convenient access to job sites and shopping needs.

Objective 1.4: Continue to coordinate land use planning with the Capital Improvement Plan to ensure that infrastructure is available to support residential development.

Objective 1.5: Monitor residential land development to ensure that there is enough residential land to accommodate the long-term forecast for population growth.



POLICY 2: Provide opportunities for housing development to meet the City's identified housing needs. Provide opportunities for development of a range of housing types that are affordable to households at all income levels as described in the Troutdale Housing Needs Analysis. These housing types include (but are not limited to) single-family detached housing, accessory dwellings, cottage housing, manufactured housing, townhouses, duplexes, triplexes, quadplexes, and multifamily products (including apartments).

Objective 2.1: Review the City's Development Code to ensure compliance with the requirements of House Bill (HB) 2001, prior to June 30, 2022. Troutdale is required to allow the development of "a duplex on each lot or parcel zoned for residential use that allows for the development of detached single-family dwellings." Troutdale is also required to allow the development of "all middle housing types in areas zoned for residential use that allow for the development of detached single-family dwellings." Middle housing types are: duplexes, triplexes, quadplexes, cottage clusters, and townhouses.

Objective 2.2: Allow for the possible development of a wider range of housing types within Troutdale (consistent with Objective 2.1) to meet the housing needs of all income levels in both existing neighborhoods and new residential areas.

Objective 2.3: 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.

Objective 2.4: Allow for development of mixed-use multifamily housing in commercial zones.

Objective 2.5: Explore options to support development of housing with higher-quality building materials that will perform well in Troutdale's climate, with high winds, winter weather, risks of wildfire, and other conditions.



HOUSING POLICY RECOMMENDATIONS



POLICY 3. Provide opportunities for development of housing affordable to all income levels. Provide opportunities to develop a broad range of accessible and affordable housing (affordable housing is defined as housing for which persons or families pay 30% or less of their gross income for housing, including necessary and essential utilities), including housing development for very low and low-income affordable housing and middle-income affordable housing. Development of affordable housing should be encouraged in a variety of locations across the city.

Objective 3.1: Allow for development of all housing types, including government-subsidized low-income housing (i.e., households with an income of less than 60% MFI) through partnering with nonprofit, for-profit, and governmental developers of low-income affordable housing. Support collocation of services for low-income residents with development of government-subsidized low-income housing, such as human services, access to public transportation, or civic services.

Objective 3.2: Allow for development of all types of multifamily affordable housing, market-rate or government-subsidized affordable housing, through use of tools to lower development and operational costs or make the development process simpler or faster. Many of these tools provide an opportunity to support and leverage the funding from the Metro bond (discussed in Policy 4) for development of low-income housing.

Objective 3.3: Support rehabilitation of existing housing in poor condition within Troutdale. If practicable, the City should develop specific criteria for the possibility of providing rehabilitation assistance, such as: the conditions that qualify for the assistance, qualifying household income, the area where the program applies, whether it applies to rental and/or owner-occupied units, and other criteria.

Objective 3.4: Develop a guide to Troutdale's housing policies to explain how the City's housing policies work. The guide would be a document that describes the City's policies and programs, such as those described in this memorandum, and how they allow for affordable housing development.

¹ The Metro housing bond is for \$652.8 million, the majority of it will support the development of at least 3,900 new affordable units. Most of the new units will be affordable to households with an income of 60% MFI (\$48,600 for a family of four) or less. Funds from the bond measure can be used for building new affordable housing, purchasing and rehabilitating existing housing, buying land for new affordable housing, and producing affordable homeownership units.

The Metro Housing Bond allocates about \$15.9 million to Multnomah County for the construction of 111 units of housing affordable for individuals and families east of Gresham, in an area that includes Troutdale, Wood Village, and Fairview. In addition, Metro anticipates additional local funds (not necessarily funded directly by the City) from sources such as the Low-Income Housing Tax Credit (LIHTC), private resources (e.g., loans from private banks), property tax exemptions, funding from Multnomah County affordable housing funds, and resources from partner jurisdictions (e.g., fee waivers or exemptions, donated or discounted land, grants, or other resources).

POLICY 4. Identify funding sources to support development of infrastructure and housing affordability programs. Develop funding sources to pay for the costs of implementing the affordable housing programs described in Policy 3 and infrastructure improvements in Policy 1.

Objective 4.1: Explore possible opportunities to use and leverage funds from the Metro Housing Bond to support development of affordable housing.¹

Objective 4.2: Explore possible funding sources to pay for the affordable housing programs and infrastructure development actions in this Strategy.



TROUTDALE

OREGON

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City of Troutdale

Housing Needs Analysis

December 2019

Prepared for:
City of Troutdale

DRAFT REPORT

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Acknowledgements

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1. Introduction

This report presents Troutdale’s Housing Needs Analysis for the 2020 to 2040 period. It is intended to comply with statewide planning policies that govern planning for housing and residential development, including Goal 10 (Housing), OAR 660 Division 7, and OAR 660 Division 8. The methods used for this study generally follow the *Planning for Residential Growth* guidebook, published by the Oregon Transportation and Growth Management Program (1996).

Troutdale’s last periodic review occurred in 2011, using data from 2010. The housing market in the Portland region, including in Troutdale, has changed considerably since 2011. Troutdale has changed considerably in the last two decades. Troutdale grew from 13,777 people in 2000 to 16,185 people in 2018. This is an addition of 2,408 people or 17% growth. During the 2000 to 2013–2017 period, rates of housing cost burden increased from 32% to 38% for all Troutdale households, with renter cost burdened rates increasing from 42% to 58%. Median gross rents increased by \$329 (from \$748 in 2000 to \$1,077 in 2013–2017) and median home values increased by \$13,559 (from \$238,941 in 2000 to \$252,500 in 2013–2017).

In addition, Troutdale’s economy is changing. The closure of the Reynolds Aluminum plant in the mid-2000s and changes in the use of land at the Troutdale Airport, making more land available for industrial development, have allowed Federal Express and Amazon to locate fulfillment and distribution centers in Troutdale. These and other changes in employment in Troutdale are driving demand for housing that is affordable to people who work at businesses in Troutdale.

This report provides Troutdale with a factual basis to update the Housing Element of the City’s Comprehensive Plan and Development Code and support future planning efforts related to housing and options for addressing unmet housing needs in Troutdale. This report provides information that informs future planning efforts, including development and redevelopment. It provides the City with information about the housing market in Troutdale and describes the factors that will affect future housing demand in Troutdale, such as changing demographics. This analysis will help decision makers understand whether Troutdale has enough land to accommodate growth over the next 20 years.

Timeline of Residential Development in Troutdale

The City of Troutdale was formally incorporated in 1907, but the original plat of Troutdale (the original downtown grid) was filed in 1890, with the First Addition filed a year later. For many years, the municipality’s population, which remained under 1,000 through the 1960s, resided within the original grid.

The first major increase in development began in the late 1960s and accelerated during the 1970s, when Troutdale’s first major subdivisions were established and extended the city limits southward. Troutdale’s population increased from 1,661 in 1970 to 5,831 in 1980, reflecting a similar trend of suburban expansion that affected east Multnomah County communities.

Subdivisions established during this time include Old Sweetbriar Farm, Sandee Palisades, Weedin Addition, and Corbeth, which are among the larger communities in the city. These subdivisions were mostly detached single-family residential neighborhoods, though several duplex communities or areas were also established.

In the late 1970s and for much of the 1980s, subdivision development slowed compared to the previous decade, aligning with overall downward trends in Oregon's economy. During that time, Troutdale's stock of apartment residential development was largely built. The City's population increased by about 2,000 people between 1980 and 1990, which was largely driven by family growth within existing residential communities and new apartment dwellers.

Conditions for homebuilding improved during the 1990s, which saw an increase in subdivision development from the previous decade. Subdivisions established included Stuart Ridge Estates, Hampton Point, and Strawberry Meadows. This decade also established the Town Center Overlay, which began to encourage denser development patterns and middle housing typologies within the overlay—a trend that began in this decade and continues through today. The 1990s also featured the development of the City's only master-planned mixed-use (MPMU) development, Cherry Ridge, which included single-family and multifamily residentially zoned areas in conjunction with commercial services. Several other neighborhoods established in this time also featured a mixture of residential zones and dwelling types, often in proximity to commercial areas or schools. Troutdale's population nearly doubled in the 1990s, increasing from 7,852 in 1990 to almost 14,000 residents by 2000.

The first decade of the 2000s showed continued development, though at a slower pace than the 1970s or 1990s. Smaller lot size developments, such as Edgefield Estates and Morgan Meadows, mixed in with larger-lot traditional subdivisions such as the Estates at Riverbend. The effects of the Great Recession slowed housing activity in the final years of this decade, leading into the 2010s. Residential development in this decade began at a modest pace but has increased since 2015. Subdivision developments have decreased in size, and with the costs of land escalating regionwide, developers are focused on smaller lots, higher densities, and the ability to establish a price point for new construction that can still lead to a return on investment.

Development of middle housing and multifamily residential housing typologies have also occurred in Troutdale, demonstrating the City's efforts at attracting a variety of housing types in response to changing demographics and economic conditions.

Since 2015, the City has approved the following residential developments, with developments of four or more units shown in Exhibit 1.

Exhibit 1. Recent Residential Development by Type, Troutdale, 2015 to 2019

Year	Name	Type	Number of Units	Status (as of November 2019)
Single Family Detached				
2015	Cherry Park Lane	Single-Family Detached	7	Complete
2015	Gateway Estates	Single-Family Detached	16	Complete
2018	Columbia Ridge	Single-Family Detached	22	Under Construction
		Subtotal	45	
Multifamily				
2018	Eagle Ridge	Multifamily (Apartments)	216	Complete in 2020
2018	Cherry Park Apts.	Multifamily (Apartments)	24	Under Construction
		Subtotal	240	
Middle Housing				
2018	Lancaster Park	Middle Housing (Townhomes)	70*	Under Construction
2018	Howard Estates	Middle Housing (Townhomes)	40**	Under Construction
		Subtotal	110	

* Lancaster Park's allocation is 60 townhome units and 10 accessory dwelling units

** Howard Estates was formally platted in 2008 but did not begin construction until 2018

In addition to the units developed in Exhibit 1, Troutdale anticipates the development of roughly 280 additional multifamily residential units (of which 110 would be income restricted) by 2022. This estimate is based on preapplications reviewed by the City or anticipated through the Metro Housing Bond approved in 2018. All of these 280 units are forecasted to be in Troutdale's Town Center Overlay District.

The efforts to update Troutdale's Town Center Plan for the 2020 to 2040 period also calls for establishing 13 Opportunity Sites in the Town Center Overlay in which up to 600 residential units are to be considered for placement. Of these, the Town Center Committee has endorsed middle housing typologies, generally treated as medium-density residential in several of these sites.

Framework for a Housing Needs Analysis

Economists view housing as a bundle of services for which people are willing to pay, including shelter, proximity to other attractions (job, shopping, parks and recreation), amenities (type and quality of fixtures and appliances, landscaping, views), prestige, and access to a range of services (i.e., public, medical, transportation). Because it is impossible to maximize all these services and simultaneously minimize costs, households must, and do, make trade-offs. What they can get for their money is influenced both by economic forces and government policy. Moreover, different households will value what they can get differently. They will have different preferences, which in turn are a function of many factors like income, age of head of household, number of people and children in the household, number of workers and job locations, number of transportation vehicles, and so on.

Thus, housing choices of individual households are influenced in complex ways by dozens of factors. The housing markets in Multnomah County and Troutdale are the result of the individual decisions of thousands of households. These points help to underscore the complexity of projecting what types of housing will be built in Troutdale between 2020 and 2040. These housing types include single-family detached, single-family attached, and multifamily (including duplexes, triplexes, and quadplexes, in addition to buildings with more than five units). This report discusses these housing types in detail, as well as the range of affordability issues that will affect Troutdale households in the 2020 to 2040 period.

The complex nature of the housing market, demonstrated by the unprecedented boom-and-bust during the past decade, does not eliminate the need for some type of forecast of future housing demand and need. This includes resulting implications for land demand and consumption. Such forecasts are inherently uncertain. Their usefulness for public policy often derives more from the explanation of their underlying assumptions about the dynamics of markets and policies than from the specific estimates of future demand and need. Thus, we start our housing analysis with a framework for thinking about housing and residential markets and how public policy affects those markets.

Statewide Planning Goal 10

The passage of the Oregon Land Use Planning Act of 1974 (ORS Chapter 197) established the Land Conservation and Development Commission (LCDC) and the Department of Land Conservation and Development (DLCD). The Act required the Commission to develop and adopt a set of statewide planning goals. Goal 10 addresses housing in Oregon and provides guidelines for local governments to follow in developing their local comprehensive land use plans and implementing policies.

At a minimum, local housing policies must meet the requirements of Goal 10 and the statutes and administrative rules that implement it (ORS 197.295 to 197.314, ORS 197.475 to 197.490, and OAR 600-008).¹ Goal 10 requires incorporated cities to complete an inventory of buildable residential lands. Goal 10 also requires cities to encourage the numbers of housing units in price and rent ranges commensurate with the financial capabilities of its households. Jurisdictions located in the Metro Urban Growth Boundary (UGB) are also required to comply with Metropolitan Housing in OAR 660-007 and Title 7 of Metro's Urban Growth Management Functional Plan in the Metro Code (3.07 Title 7).

Goal 10, through ORS 197.303, defines needed housing types as "all housing on land zoned for residential use or mixed residential and commercial use that is determined to meet the need shown for housing within an urban growth boundary at price ranges and rent levels that are affordable to households within the city with a variety of incomes, including but not limited to households with low incomes, very low incomes and extremely low incomes." ORS 197.303 defines needed housing types:

¹ ORS 197.296 only applies to cities with populations over 25,000.

- (a) Housing that includes, but is not limited to, attached and detached single-family housing and multiple family housing for both owner and renter occupancy.
- (b) Government-assisted housing.²
- (c) Mobile home or manufactured dwelling parks as provided in ORS 197.475 to 197.490.
- (d) Manufactured homes on individual lots planned and zoned for single-family residential use that are in addition to lots within designated manufactured dwelling subdivisions.
- (e) Housing for farmworkers.

Troutdale must identify needs for all of the housing types listed above as well as adopt policies that increase the likelihood that needed housing types will be developed. This housing needs analysis was developed to meet the requirements of Goal 10 and its implementing administrative rules and statutes.

The Metropolitan Housing Rule

OAR 660-007 (the Metropolitan Housing rule) is designed to “assure opportunity for the provision of adequate numbers of needed housing units and the efficient use of land within the Metropolitan Portland (Metro) urban growth boundary.” OAR 660-0070-005(12) provides a Metro-specific definition of needed housing:

"Needed Housing" defined. Until the beginning of the first periodic review of a local government's acknowledged comprehensive plan, "needed housing" means housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels.

The Metropolitan Housing Rule also requires cities to develop residential plan designations:

(1) Plan designations that allow or require residential uses shall be assigned to all buildable land. Such designations may allow nonresidential uses as well as residential uses. Such designations may be considered to be "residential plan designations" for the purposes of this division. The plan designations assigned to buildable land shall be specific so as to accommodate the varying housing types and densities identified in OAR 660-007-0030 through 660-007-0037.

OAR 660-007 also specifies the mix and density of new residential construction for cities within the Metro UGB:

“Provide the opportunity for at least 50 percent of new residential units to be attached single family housing or multiple family housing or justify an alternative percentage based on changing circumstances” (OAR 660-007-0030 (1)).

² Government assisted housing can be any housing type listed in ORS 197.303 (a), (c), or (d).

OAR 660-007-0035 sets specific density targets for cities in the Metro UGB. Troutdale's average density target is eight dwelling units per net buildable acre.³

Metro Urban Growth Management Functional Plan

The Metro Urban Growth Management Functional Plan describes the policies that guide development for cities within the Metro UGB to implement the goals in the Metro 2040 Plan.

Title 1: Housing Capacity

Title 1 of Metro's Urban Growth Management Functional Plan is intended to promote efficient land use within the Metro UGB by increasing the capacity to accommodate housing capacity. Each city is required to determine its housing capacity based on the minimum number of dwelling units allowed in each zoning district that allows residential development and maintain this capacity.

Title 1 requires that a city adopt minimum residential development density standards by March 2011. If the jurisdiction did not adopt a minimum density by March 2011, the jurisdiction must adopt a minimum density that is at least 80% of the maximum density.

Title 1 provides measures to decrease development capacity in selected areas by transferring the capacity to other areas of the community. This may be approved as long as the community's overall capacity is not reduced.

Metro's *2017 Compliance Report* concludes that Troutdale is in compliance for the City's Title 1 responsibilities.

Title 7: Housing Choice

Title 7 of Metro's Urban Growth Management Functional Plan is designed to ensure the production of affordable housing in the Metro UGB. Each city and county within the Metro region is encouraged to voluntarily adopt an affordable housing production goal.

Each jurisdiction within the Metro region is required to ensure that their comprehensive plans and implementing ordinances include strategies to:

- Ensure the production of a diverse range of housing types;
- Maintain the existing supply of affordable housing, increase opportunities for new affordable housing dispersed throughout their boundaries; and
- Increase opportunities for households of all income levels to live in affordable housing (3.07.730).

³ OAR 660-024-0010(6) defines net buildable acres as "43,560 square feet of residentially designated buildable land after excluding future rights-of-way for streets and roads."

Metro's 2017 Compliance Report concludes that Troutdale is in compliance for the City's Title 7 responsibilities.

Title 11: Planning for New Urban Areas

Title 11 of Metro's Urban Growth Management Functional Plan provides guidance on the conversion of land from rural to urban uses. Land brought into the Metro UGB is subject to the provisions of section 3.07.1130 of the Metro Code, which requires lands to be maintained at rural densities until the completion of a concept plan and annexation into the municipal boundary.

The concept plan requirements directly related to residential development are to prepare a plan that includes:

- (1) A mix and intensity of uses that make efficient use of public systems and facilities;
- (2) A range of housing for different types, tenure, and prices that addresses the housing needs of the governing city; and
- (3) Identify goals and strategies to meet the housing needs for the governing city in the expansion area.

Organization of This Report

The rest of this document is organized as follows:

- **Chapter 2. Residential Buildable Lands Inventory** presents the methodology and results of Troutdale's inventory of residential land.
- **Chapter 3. Historical and Recent Development Trends** summarizes the state, regional, and local housing market trends affecting Troutdale's housing market.
- **Chapter 4. Demographic and Other Factors Affecting Residential Development in Troutdale** presents factors that affect housing need in Troutdale, focusing on the key determinants of housing need: age, income, and household composition. This chapter also describes housing affordability in Troutdale relative to the larger region.
- **Chapter 5. Housing Need in Troutdale** presents the forecast for housing growth in Troutdale, describing housing need by density ranges and income levels.
- **Chapter 6. Residential Land Sufficiency within Troutdale** estimates Troutdale's residential land sufficiency needed to accommodate expected growth over the planning period.

2. Residential Buildable Lands Inventory

This chapter provides a summary of the residential buildable lands inventory (BLI) for Troutdale. This buildable lands inventory analysis complies with statewide planning Goal 10 policies that govern planning for residential uses. The detailed methodology used to complete the buildable lands inventory completed is presented in Appendix A.

First, the analysis established the residential land base (parcels or portion of parcels with appropriate zoning), classified parcels by buildable status, identified/deducted environmental constraints, and lastly summarized total buildable area by plan designation.

Definitions

ECONorthwest developed the buildable lands inventory with a tax lot database from Metro Regional Land Information Systems (RLIS). Maps produced for the buildable lands inventory used a combination of GIS data based on the Metro BLI for the 2018 Urban Growth Report, adopted maps, and visual verification to verify the accuracy of Metro data. The tax lot database is current as of 2016, accounting for changes and development updates through June 2019. The inventory builds from the database to estimate buildable land per plan designations that allow residential uses. The following definitions were used to identify buildable land for inclusion in the inventory:

- *Vacant land.* Tax lots designated as vacant by Metro based on the following criteria: (1) fully vacant based on Metro aerial photo; (2) tax lots with less than 2,000 square feet developed and developed area is less than 10% of lot; (3) lots 95% or more vacant from GIS vacant land inventory.
- *Partially vacant land.* Single-family tax lots that are 2.5 times larger than the minimum lot size and a building value less than \$300,000, or lots that are 5 times larger than the minimum lot size (no threshold for building value). These lots are considered to still have residential capacity. For this analysis, we classified these lots as partially vacant, and we assumed that 0.25 acres of the lot was developed and the remaining land is available for development, less constraints.
- *Public or exempt land.* Lands in public or semipublic ownership are considered unavailable for residential development. This includes lands in federal, state, county, or city ownership as well as lands owned by churches and other semipublic organizations and properties with conservation easements. These lands are identified using Metro's definitions and categories.
- *Developed land.* Lands not classified as vacant, partially vacant, or public/exempt are considered developed. Developed land includes lots with redevelopment capacity, which are also included in BLI. The unit capacity of redevelopable lots is based on Metro's estimates.

Development Constraints

Consistent with state guidance on buildable lands inventories, ECONorthwest deducted the following constraints from the buildable lands inventory and classified those portions of tax lots that fall within the following areas as constrained, unbuildable land:

- *Lands within floodplains.* Flood Insurance Rate Maps from the Federal Emergency Management Agency (FEMA) were used to identify lands in floodways and 100-year floodplains, as well as lands identified in Metro's Title 3 Stream and Floodplain Protection Plan.
- *Land within natural resource protection areas.* The combined regional and national wetlands shapefile, available from Metro RLIS, was used to identify areas within wetlands. Riparian corridors and other natural resource areas identified in Metro's Title 13 shapefile were also considered undevelopable for the purposes of this inventory.
- *Land with slopes over 25%.* Lands with slopes over 25% are considered unsuitable for residential development.

Buildable Lands Inventory Results

Land Base

The BLI for Troutdale includes all residential land designated in the comprehensive plans within city limits and designated planning areas. Per Goal 10, this includes all lots (or portions of lots) with residential and other nonemployment plan designations where residential uses are planned for and allowed by the implementing zones. This BLI includes lands in the following plan designations or zones:

- Low-Density Residential
- Medium-Density Residential
- High-Density Residential
- Urban Planning Area Low-Density Residential
- Commercial zones that allow residential uses outright: CBD, MO/H, and NC

Exhibit 2 shows residential land in Troutdale by classification (development status). The results show that Troutdale has 1,452 total acres in residential plan designations. (This includes the zones of the commercial plan designation that allow residential uses.) Of these 1,452 acres, about 1,207 acres (83%) are classified as developed or public (or exempt) and do not have development capacity, and the remaining 244 acres (17%) are vacant or partially vacant and have development capacity (not including development constraints).⁴

Exhibit 2. Residential Acres by Classification and Plan Designation, Troutdale City Limits, 2019

Source: Metro BLI, ECONorthwest Analysis. Note: The numbers in the table may not sum to the total as a result of rounding.

Generalized Plan Designation	Vacant	Partially Vacant	Undevelopable	Developed	Public or Exempt	Total Acres	Percent of Total
Residential							
Low Density Residential	73	37	0.1	680	117	907	63%
Medium Density Residential	26	10	0.3	140	51	227	16%
High Density Residential	20	7	0.1	92	7	126	9%
Urban Planning Area Low Density Res.	-	48	-	1	-	49	3%
Commercial							
Master Plan Mixed Use	-	-	-	63	6	69	5%
Commercial (CBD)	6	-	-	13	6	24	2%
Commercial (MO/H)	15	-	-	20	7	42	3%
Commercial (NC)	3	-	-	3	2	8	1%
Total	143	102	0.5	1,012	195	1,452	100%

Exhibit 3 shows land in all residential plan designations by development and constraint status. After development constraints have been applied, about 72% of Troutdale's total residential land (1,041 acres) has no development capacity (i.e., committed), 19% (273 acres) is constrained, and 10% (139 acres) is unconstrained and buildable.

Exhibit 3. Residential Land by Comprehensive Plan Designation and Constraint Status, Troutdale City Limits, 2019

Source: Metro BLI, ECONorthwest Analysis. Note: The numbers in the table may not sum to the total as a result of rounding.

Generalized Plan Designation	Total acres	Committed acres	Constrained acres	Buildable acres
Residential				
Low Density Residential	907	676	189	43
Medium Density Residential	227	183	16	28
High Density Residential	126	82	19	25
Urban Planning Area Low Density Res.	49	1	19	29
Commercial				
Master Plan Mixed Use	69	68	1	0
Commercial (CBD)	24	17	5	2
Commercial (MO/H)	42	13	18	11
Commercial (NC)	8	1	7	0
Total	1,452	1,041	273	139

⁴ The buildable lands inventory results in Exhibit 1 do not account for development constraints (yet). Land with development constraints are not classified as buildable; we remove development constraints in Exhibit 2, and we present final buildable land results in Exhibit 3.

Vacant Buildable Land

Exhibit 4 shows buildable acres (e.g., acres in tax lots after constraints are deducted) for vacant and partially vacant land by plan designation. Of Troutdale’s 139 unconstrained buildable residential acres, about 54% are in tax lots classified as vacant, and 46% are in tax lots classified as partially vacant. About 31% of Troutdale’s buildable residential land is in the low-density residential plan designation, and about 20% of Troutdale’s buildable residential land is located in the medium-density residential plan designation.

Exhibit 4. Buildable Acres in Vacant and Partially Vacant Tax Lots by Plan Designation and Zoning, Troutdale City Limits, 2019

Source: Metro BLI, ECONorthwest Analysis. Note: The numbers in the table may not sum to the total as a result of rounding.

Generalized Plan Designation	Total buildable acres	Buildable acres on vacant lots	Buildable acres on partially vacant lots
Residential			
Low Density Residential	43	20	23
Medium Density Residential	28	22	7
High Density Residential	25	19	6
Urban Planning Area Low Density Res.	29	0	29
Commercial			
Master Plan Mixed Use	0	0	0
Commercial (CBD)	2	2	0
Commercial (MO/H)	11	11	0
Commercial (NC)	0	0	0
Total	139	75	64

Exhibit 5 and 5 (upcoming pages) show the results of Troutdale’s residential BLI.

Exhibit 5. Residential Land by Development Status with Constraints, Troutdale City Limits, 2019

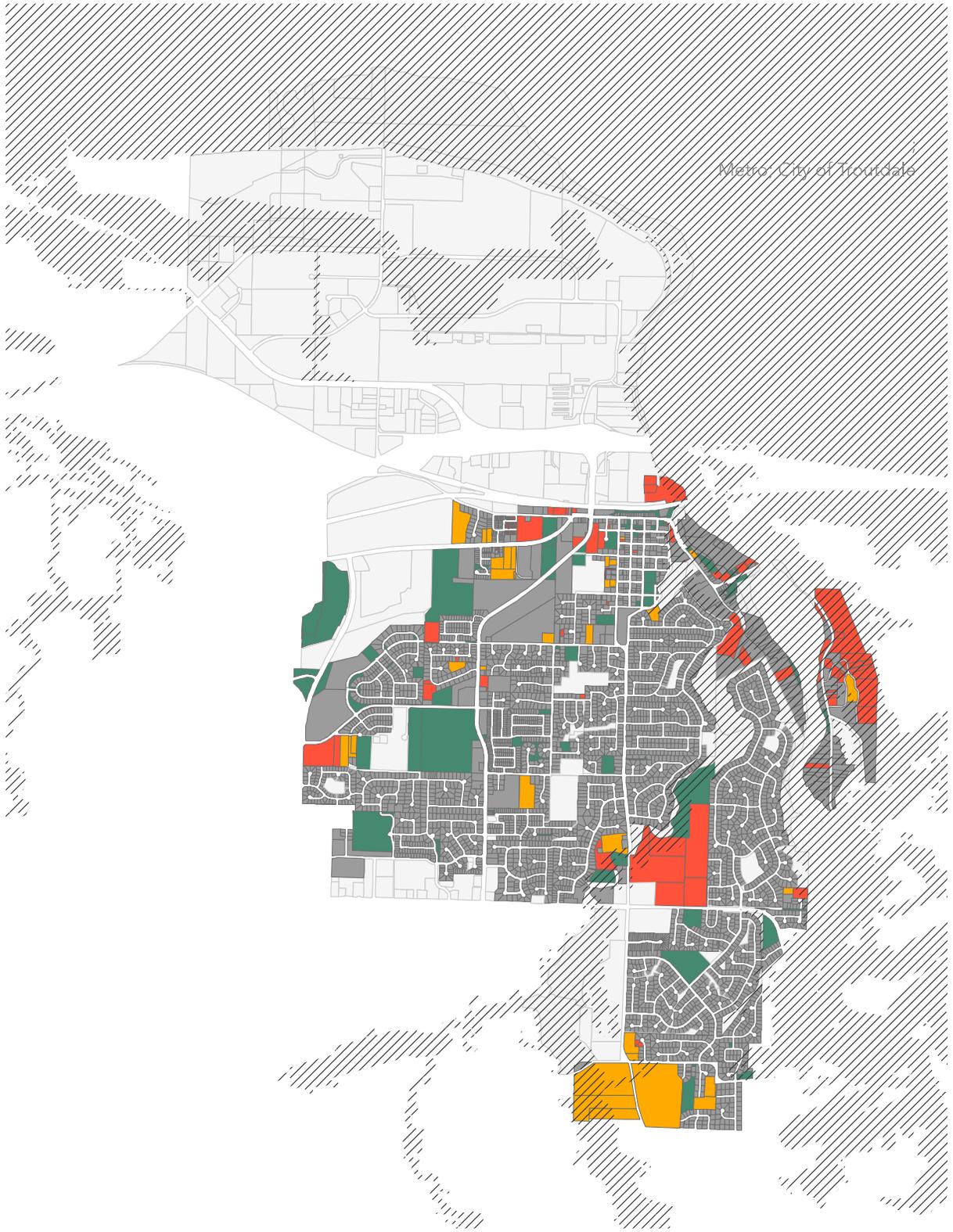


Exhibit 6. Unconstrained Vacant and Partially Vacant Residential Land, Troutdale City Limits, 2019



Redevelopment Potential

Over the 20-year study period, a share of developed lots are likely to redevelop with new buildings. To account for the development capacity on these developed lots, Metro has identified a subset of developed lots as “redevelopable.” Metro has created two filters to identify lots with the potential to redevelop.⁵

- **Threshold Method.** This method identifies lots where redevelopment would result in a net increase of 50% more than the current number of units on the site. The method uses property value thresholds where it is economically viable to for a lot to redevelop at this intensity. For suburban areas in the regional UGB, the threshold is \$10 per square foot of property value for multifamily structures and \$12 per square foot for mixed-use structures. If a lot's current property value is below these thresholds, it is assumed to have the potential to redevelop.
- **Historic Probability Method.** This method determines the probability of lot redevelopment based on a statistical analysis of lots that historically redeveloped within the region. The probability for each lot is multiplied by the total zoned capacity of the lot to determine the likely future residential capacity.

For the Troutdale BLI, ECONorthwest used the estimate of redevelopable units on developed lots, as identified based on the Threshold method, which is based on discussion with Metro staff.

Note, the capacity of partially vacant lots (where the lot could be further developed under current development standards without demolishing existing structures) is accounted for in the unconstrained buildable acres.

Metro's analysis shows potential for redevelopment to add about 273 new dwelling units, in areas such as low-density residential, medium-density residential, high-density residential, and commercial CBD zone. However, little redevelopment has occurred in Troutdale over the last decade or so. Given the age of some of Troutdale's housing and the ongoing changes in the housing market in Troutdale and the Portland region, Troutdale may see more redevelopment over the next twenty years than in the past decade. The City may need to actively plan for redevelopment through identifying opportunity areas for redevelopment and support redevelopment through use of tools such as urban renewal funding, density bonuses, and tax exemptions.

⁵ Oregon Metro. Appendix 2: Buildable Lands Inventory. November 21, 2018.
https://www.oregonmetro.gov/sites/default/files/2018/12/03/Appendix2-BuildableLandsInventory_12032018.pdf

3. Historical and Recent Development Trends

Analysis of historical development trends in Troutdale provides insight into the functioning of the local housing market. The mix of housing types and densities, in particular, are key variables in forecasting the capacity of residential land to accommodate new housing and to forecast future land need. The specific steps are described in Task 2 of the *DLCD Planning for Residential Growth: A Workbook for Oregon's Urban Areas* as:

1. Determine the time period for which the data will be analyzed.
2. Identify types of housing to address (all needed housing types).
3. Evaluate permit/subdivision data to calculate the actual mix, average actual gross density, and average actual net density of all housing types.

This Housing Needs Analysis examines changes in Troutdale's housing market from 2000 to 2017, as well as residential development from 2002 to 2017. We selected this time period because (1) the period provides information about Troutdale's housing market before and after the national housing market bubble's growth and deflation, as well as the more recent increase in housing costs and (2) data about Troutdale's housing market during this period is readily available from sources such as the Census and RLIS.

The Housing Needs Analysis presents information about residential development by housing type. There are multiple ways that housing types can be grouped. For example, they can be grouped by:

1. Structure type (e.g., single-family detached, apartments, etc.).
2. Tenure (e.g., distinguishing unit type by owner or renter units).
3. Housing affordability (e.g., subsidized housing or units affordable at given income levels).
4. Some combination of these categories.

For the purposes of this study, we grouped housing types based on (1) whether the structure is stand-alone or attached to another structure and (2) the number of dwelling units in each structure. The housing types used in this analysis are consistent with needed housing types as defined in ORS 197.303:

- **Single-family detached** includes single-family detached units, manufactured homes on lots and in mobile home parks, and accessory dwelling units.
- **Single-family attached** is all structures with a common wall where each dwelling unit occupies a separate lot, such as row houses or townhouses.
- **Multifamily** is separated into two subgroups of attached structures other than single-family detached units, manufactured units, or single-family attached units. The two subgroups are defined as:

- Duplexes, triplexes, and quadplexes
- Multifamily buildings with five or more units

In Troutdale, government-assisted housing (ORS 197.303[b]) and housing for farmworkers (ORS 197.303[e]) can be any of the housing types listed above, as these housing types are regulated in the Troutdale Development Code in the same manner as any other housing type.

Data Used in This Analysis

Throughout this analysis (including the subsequent Chapter 4), we used data from multiple sources, choosing data from well-recognized and reliable data sources. One of the key sources for housing and household data is the U.S. Census. This report primarily uses data from two Census sources, the Decennial and the American Community Survey:

- The **Decennial Census**, which is completed every ten years and is a survey of *all* households in the U.S. The Decennial Census is considered the best available data for information such as demographics (e.g., number of people, age distribution, or ethnic or racial composition), household characteristics (e.g., household size and composition), and housing occupancy characteristics. As of 2010, the Decennial Census does not collect more detailed household information, such as income, housing costs, housing characteristics, and other important household information. Decennial Census data is available for 2000 and 2010.
- The **American Community Survey (ACS)**, which is completed every year and is a *sample* of households in the United States. From 2013 to 2017, the ACS sampled an average of 3.5 million households per year, or about 2.9% of the households in the nation. The ACS collects detailed information about households, including demographics (e.g., number of people, age distribution, ethnic or racial composition, country of origin, language spoken at home, and educational attainment), household characteristics (e.g., household size and composition), housing characteristics (e.g., type of housing unit, year unit built, or number of bedrooms), housing costs (e.g., rent, mortgage, utility, and insurance), housing value, income, and other characteristics.

This report uses data from the 2013–2017 ACS for Troutdale. Where information is available and relevant, we report information from the 2000 and 2010 Decennial Census. Among other data points, this report includes population, income, and housing price data from Redfin, the Bureau of Labor Services, and the U.S. Department of Housing and Urban Development. It uses the Oregon Department of Housing and Community Services’ Affordable Housing Inventory and Oregon’s Manufactured Dwelling Park Inventory. It uses Metro’s Regional Land

Information System (RLIS) database, which provides tax lot data for jurisdictions within the three-county metro area (Clackamas County, Multnomah County, and Washington County).⁶

It is worth commenting on the methods used for the American Community Survey.⁷ The American Community Survey (ACS) is a national survey that uses continuous measurement methods. It uses a sample of about 3.54 million households to produce annually updated estimates for the same small areas (census tracts and block groups) formerly surveyed via the Decennial Census long-form sample. It is also important to keep in mind that all ACS data are estimates that are subject to sample variability. This variability is referred to as “sampling error” and is expressed as a band or “margin of error” (MOE) around the estimate.

This report uses Census and ACS data because, despite the inherent methodological limits, they represent the most thorough and accurate data available to assess housing needs. We consider these limitations in making interpretations of the data and have strived not to draw conclusions beyond the quality of the data.

The foundation of the Housing Needs Analysis is the population forecast for Troutdale from Metro’s *2040 Household Distributed Forecast*. OAR 660-032-0020(2) requires cities within the Metro UGB to use this forecast when conducting analysis, including a housing needs analysis, that will change the comprehensive plan for land use regulations.

⁶ We use RLIS tax lot data as a proxy for building permit data for Troutdale. The analysis period is 2000–2017, unless otherwise noted.

⁷ A thorough description of the ACS can be found in the Census Bureau’s publication “What Local Governments Need to Know.” <https://www.census.gov/library/publications/2009/acs/state-and-local.html>

Trends in Housing Mix

This section provides an overview of changes in the mix of housing types in Troutdale and compares Troutdale to Multnomah County and the Portland region. These trends demonstrate the types of housing developed in Troutdale historically. Unless otherwise noted, this chapter and the next chapter use data from the 2000 and 2010 Decennial Census and the 2013–2017 American Community Survey 5-Year Estimates.

This section shows the following trends in housing mix in Troutdale:

- **Nearly three-quarters (72%) of Troutdale’s housing stock is single-family detached housing units.** Twenty-two percent of Troutdale’s housing stock is multifamily and 6% is single-family attached (e.g., townhouses, row houses).
- **Since 2000, Troutdale’s housing mix has shifted toward a larger share of single-family attached and multifamily housing.** Troutdale’s housing stock grew by approximately 22% (about 1,095 new units) between 2000 and the 2013–2017 period.
- **Single-family housing accounted for the majority of new housing growth in Troutdale between 2000 and 2017.** Fifty-six percent of new housing built between 2000 and 2017 was single-family housing (detached and attached).
- **Troutdale’s housing stock is diversifying and is likely to continue to do so.** Exhibit 1 shows upcoming development of multifamily and single-family housing, with construction started in 2018. In addition, the City expects development of about 280 additional multifamily units, 110 of which are expected to be income-restricted affordable housing by 2022.

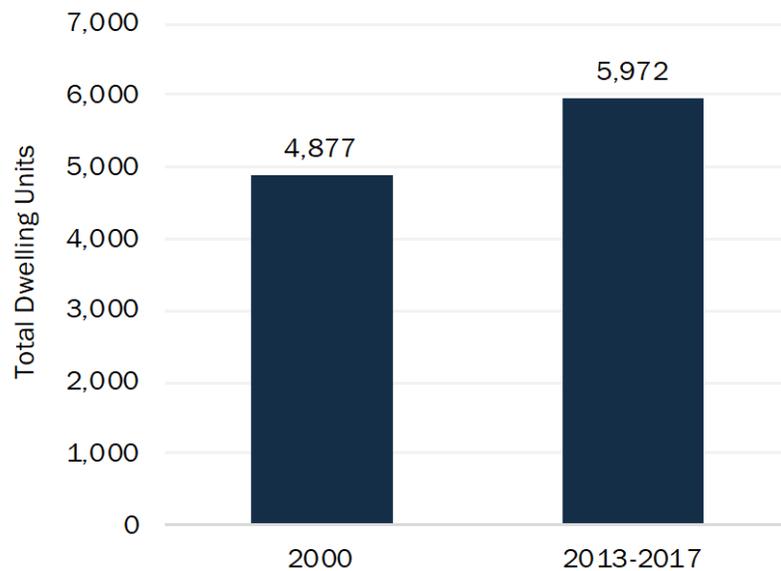
Housing Mix

The total number of dwelling units in Troutdale increased by 22% from 2000 to 2013-2017.

Troutdale has added 1,095 units since 2000.

Exhibit 7. Total Dwelling Units, Troutdale, 2000 and 2013-2017

Source: U.S. Census Bureau, 2000 Decennial Census, SF3 Table H030, and 2013-2017 ACS Table B25024.

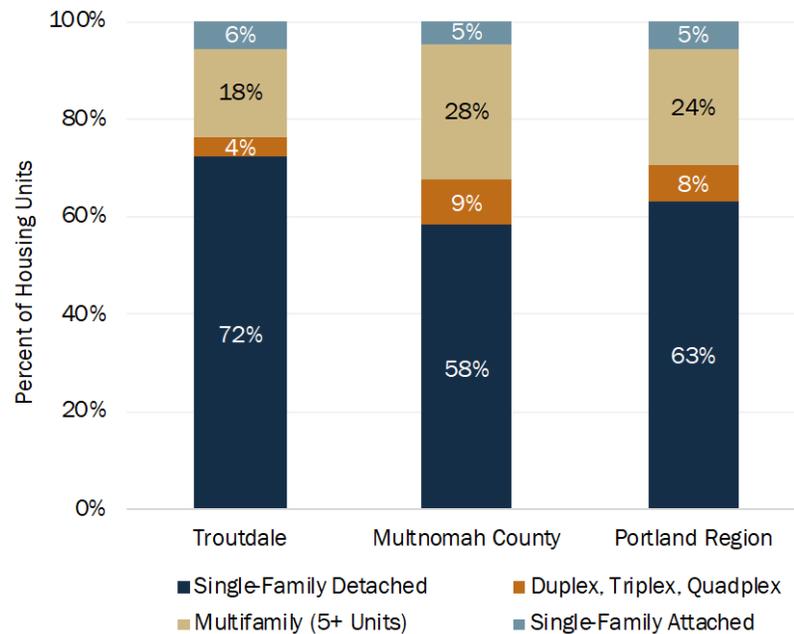


Troutdale has a larger share of single-family detached housing and a smaller share of multifamily housing relative to Multnomah County and the Portland region.

In 2013-2017, Troutdale's housing stock included 4,310 single-family detached units, 337 single-family attached units, 239 duplex to quadplex units, and 1,086 units with five or more units per structure.

Exhibit 8. Housing Mix, Troutdale, Multnomah County, and Portland Region, 2013-2017

Source: U.S. Census Bureau, 2013-2017 ACS Table B25024.

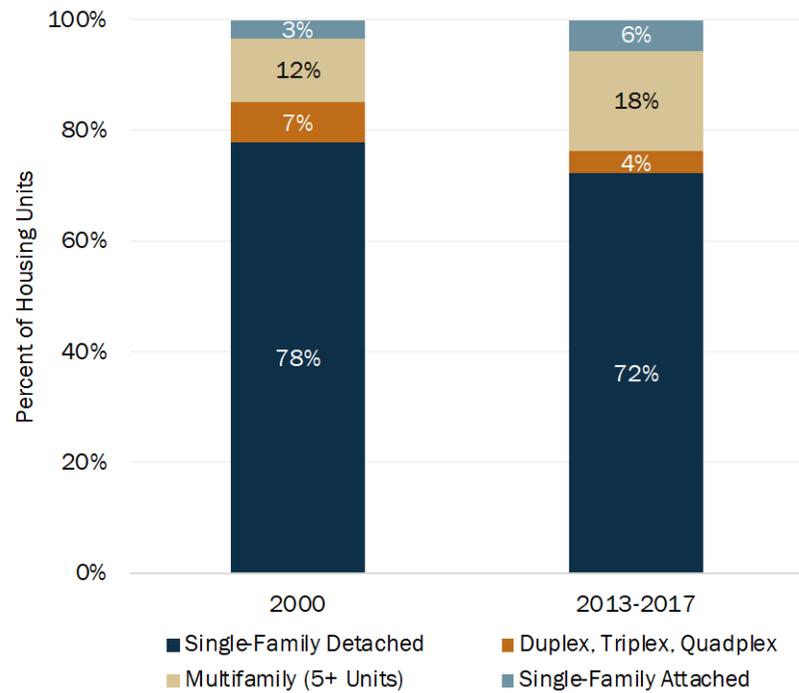


From 2000 to 2013–2017, Troutdale’s housing mix shifted to a larger share of single-family attached and multifamily housing.

Over this period, the share of multifamily (5+ units) housing increased from 12% to 18%, the share of single-family attached housing increased from 3% to 6%, and the share of duplexes, triplexes, and quadplexes decreased from 7% to 4%.

Exhibit 9. Change in Housing Mix, Troutdale, 2000 and 2013–2017

Source: U.S. Census Bureau, 2000 Decennial Census, SF3 Table H030, and 2013–2017 ACS Table B25024.



Dwelling Units Built

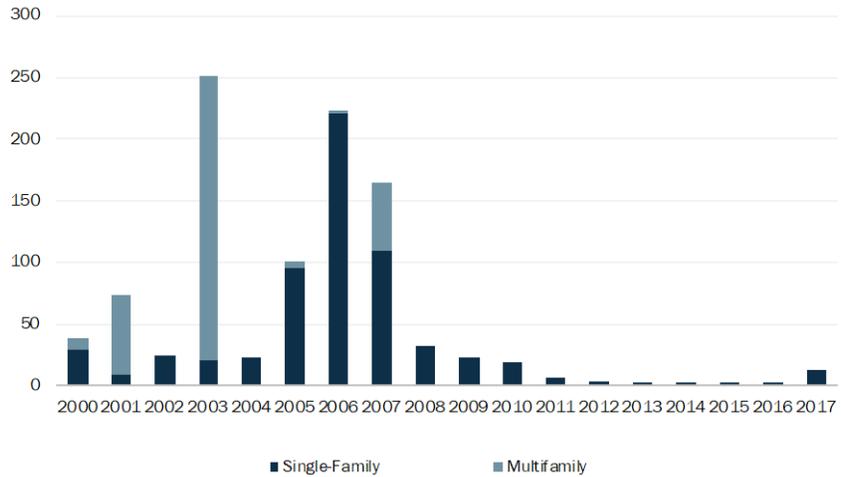
Over the 2000 to 2017 period, Troutdale added 1,006 dwelling units, with an annual average of 28 dwelling units.

Of these 1,006 units, about 63% were single-family units and 27% were multifamily units.

While little housing, including multifamily housing, has been permitted since 2008, Exhibit 1 shows that there were about 350 multifamily or single-family attached units under construction (or nearing construction) in 2018. Troutdale expects development of an additional 280 multifamily units by about 2022.

Exhibit 10. Units Built by Year and Type of Unit, Troutdale, 2000 through 2017

Source: RLIS.



Size of Units

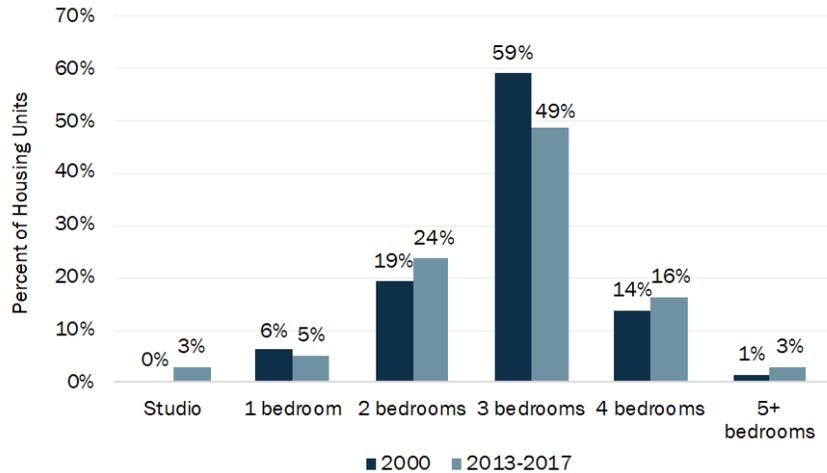
This section provides an overview of dwelling unit size in Troutdale.

In the 2013–2017 period, the majority of dwelling units in Troutdale were two-bedroom, three-bedroom, and four-bedroom units, making up about 89% of the City’s housing market.

This trend in the mix of units by number of bedrooms has remained relatively constant since 2000, with slight increases in the number of studios and units with more than 5 bedrooms.

Exhibit 11. Share of Units by Number of Bedrooms, Troutdale, 2000 and 2013–2017

Source: U.S. Census Bureau, 2000 Decennial Census, SF3 Table H041, and 2013–2017 ACS Table B25041. Note: The total number of units in 2000 was 4,877; the total number of units in the 2013–2017 period was 5,972.

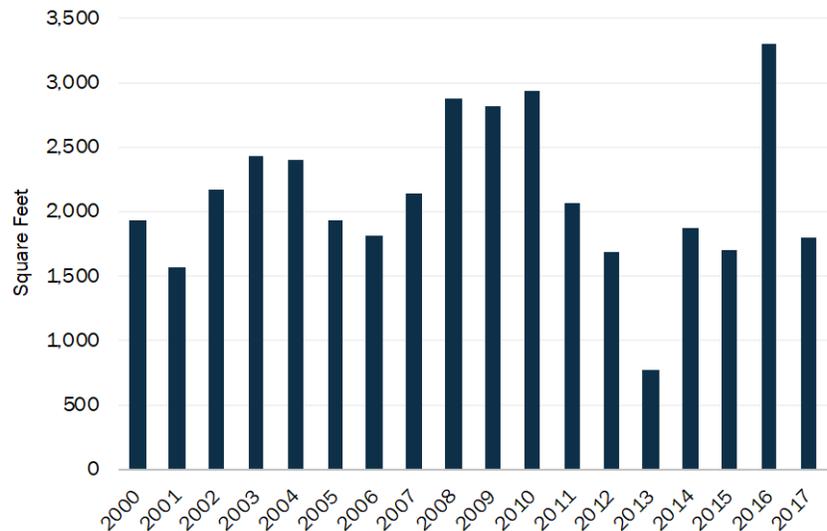


Single-family units built in Troutdale since 2000, averaged 2,074 sq. ft. per unit.

Single-family units built in Troutdale since 2014, averaged 1,945 sq. ft. per unit.

Exhibit 12. Average Size of Single-Family Units Built by Year, Troutdale, 2000 through 2017

Source: RLIS. Note: Single-family units include single-family detached and attached units.



On average, a 2-bedroom multifamily unit in Troutdale is about 950 sq. ft.

Exhibit 13. Average Square Feet of Multifamily Units, Troutdale, 2019

Source: Costar. Note: "All Beds" represents the aggregate of multifamily units in Troutdale (recognizing that bedroom counts are unknown for some units).

Multifamily Unit by Bedroom Count	Average Sq. Ft.	Number of Units
All Beds	912	1,473
Studio	549	18
1-Bedroom	649	227
2-Bedroom	950	680
3-Bedroom	1,212	121

Trends in Housing Density

Housing density is the density of housing by structure type, expressed in dwelling units per net or gross acre. The U.S. Census does not track residential development density; thus, this study analyzes housing density based on Metro’s RLIS database for development between 2000 and 2017.

Between 2000 and 2017, Troutdale permitted 1,006 new dwelling units. During this time, housing in Troutdale developed at an average net density of 10.1 dwelling units per net acre. Exhibit 14 shows average net residential development by structure type for the historical analysis period. Single-family housing (detached and attached) developed at 8.3 units per net acre, and multifamily housing developed at 15.9 units per net acre.

Exhibit 14. Net Density by Unit Type and Zone, Troutdale, 2000 through 2017

Source: RLIS.

Note: Single-family includes single-family detached and single-family attached units because RLIS data does not distinguish between the type of single-family unit.

	Single-family			Multifamily			Total, combined		
	Units	Acres	Net Density	Units	Acres	Net Density	Units	Acres	Net Density
Low Density Residential	211	41	5.1				211	41	5.1
Medium Density Residential	228	21	10.9	59	5	12.3	287	26	11.1
High Density Residential	157	12	13.1	310	18	16.8	467	31	15.3
Commercial	41	2	18.6				41	2	18.6
Total	637	76	8.3	369	23	15.9	1,006	100	10.1

Trends in Tenure

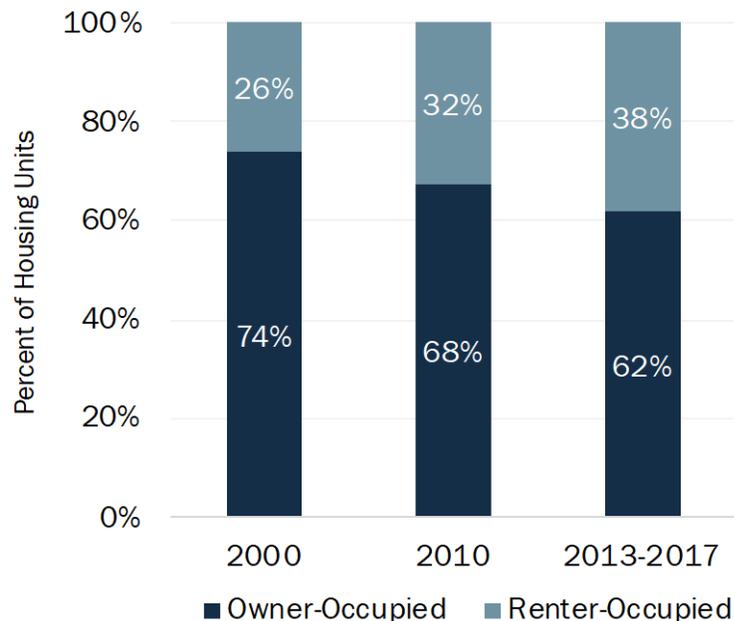
Housing tenure describes whether a dwelling unit is owner or renter-occupied. This section shows:

- **Homeownership in Troutdale is higher than both Multnomah County's and the Portland region's rates.** About 62% of Troutdale's households own their own home. In comparison, 54% of Multnomah County households and 60% of Portland region households are homeowners.
- **Homeownership in Troutdale has steadily decreased over the 2000 and 2013–2017 period.** The homeownership rate was 74% in 2000 and it decreased to 62% in the 2013–2017 period.
- **Most Troutdale homeowners (97%) live in single-family detached housing, while over half of Troutdale's renters (57%) live in multifamily housing.**
- **Troutdale has limited opportunities for rental housing.** Given that Troutdale has 1,325 multifamily units (22% of all units) and 57% of renters live in multifamily housing, the relatively small amount of multifamily housing limits opportunities for people to rent housing in Troutdale.

The homeownership rate in Troutdale decreased from 68% in 2000 to 62% in the 2013–2017 period.

Exhibit 15. Tenure, Occupied Units, Troutdale, 2000, 2010, and 2013–2017

Source: U.S. Census Bureau, 2000 Decennial Census SF1 Table H004, 2010 Decennial Census SF1 Table H4, 2013–2017 ACS Table B24003.

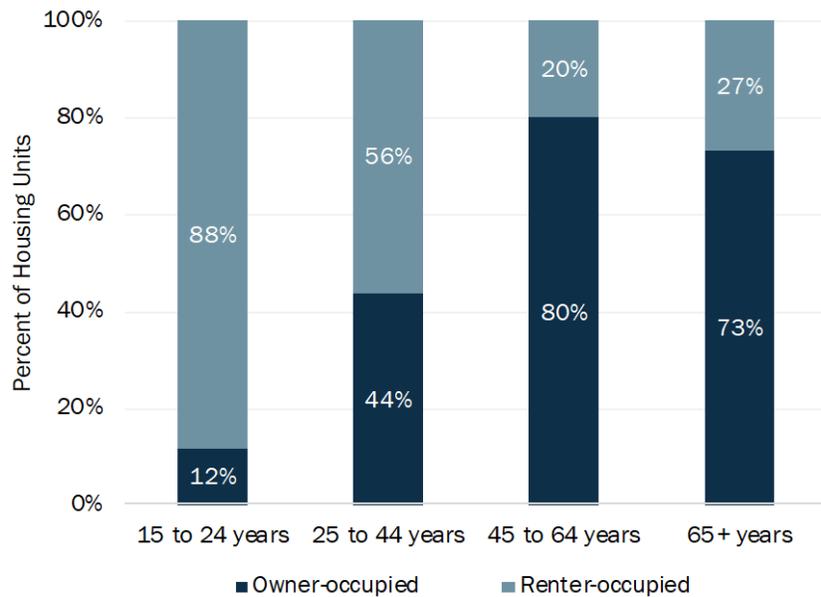


During the 2013–2017 period, Troutdale residents 45 years of age and older tended to own their homes as opposed to renting them.

Residents between the ages of 15 to 44 years tended to rent their homes instead of owning them.

Exhibit 16. Tenure by Age Group, Occupied Units, Troutdale, 2013–2017

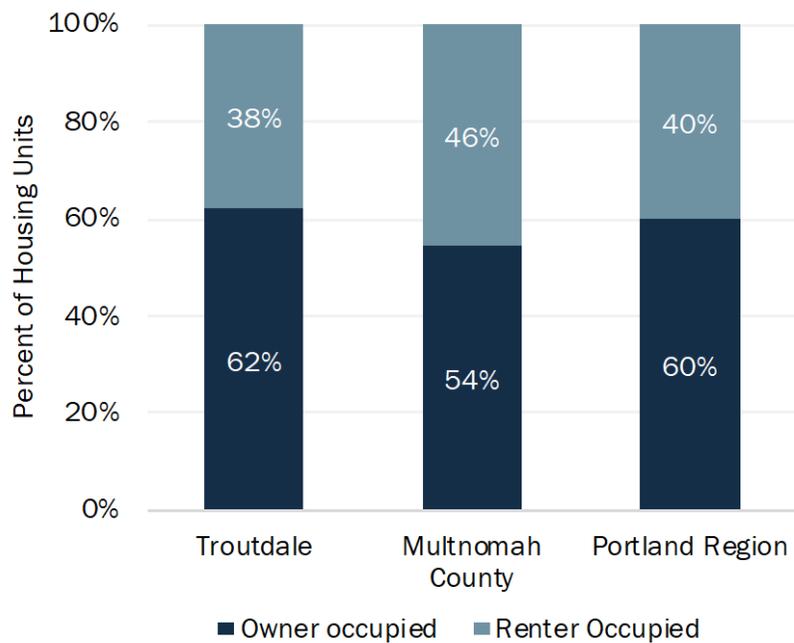
Source: 2013–2017 ACS 5-Year Estimates, Table B25007.



Troutdale’s homeownership rate for the 2013–2017 period is higher than that of Multnomah County and the Portland region.

Exhibit 17. Tenure, Occupied Units, Troutdale, Multnomah County, and Portland Region, 2013–2017

Source: U.S. Census Bureau, 2013–2017 ACS 5-Year Estimates, Table B24003.

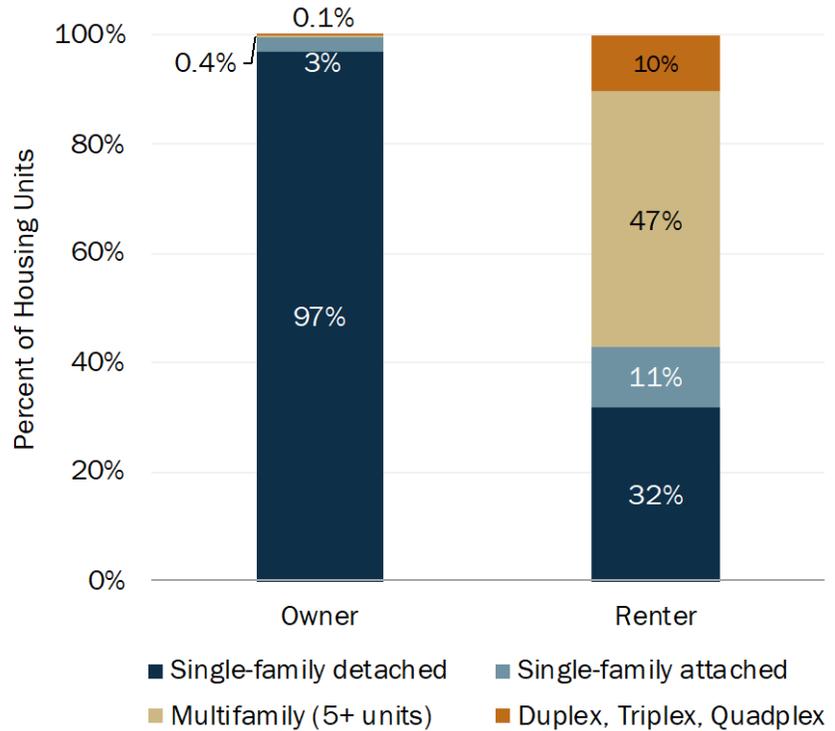


The vast majority of Troutdale homeowners (97%) lived in single-family detached housing during the 2013–2017 period.

In comparison, 57% of Troutdale renters lived in multifamily housing (including duplex, triplex, quadplex), with 32% occupying single-family detached housing.

Exhibit 18. Housing Units by Type and Tenure, Troutdale, 2013–2017

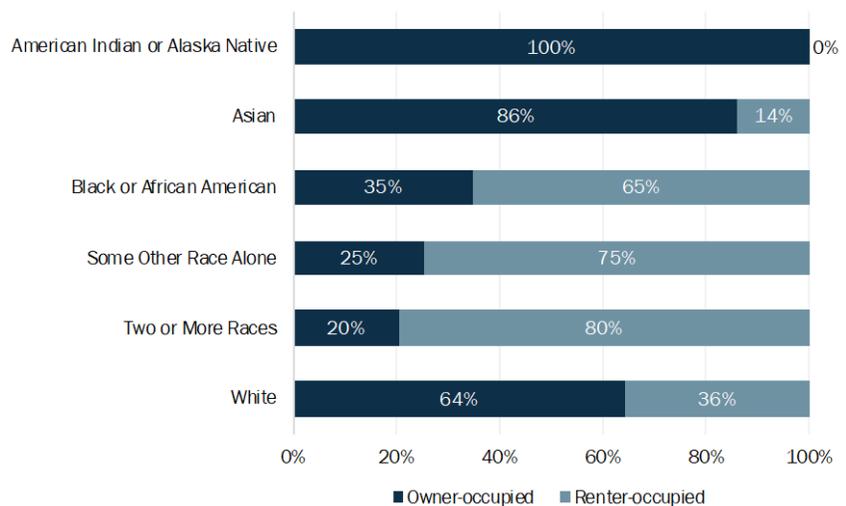
Source: U.S. Census Bureau, 2013–2017 ACS Table B25032.



A proportionately smaller share of households with an African American, Some Other Race alone, or Multi-Racial head of household were homeowners.

Exhibit 19. Tenure by Race of the Head of Household, Troutdale, 2013–2017

Source: U.S. Census Bureau, 2013–2017 ACS Table B25003A-G.



The majority of households with a Latinx head of household were renters.

Exhibit 20. Tenure by Latinx Head of Household, Troutdale, 2013–2017

Source: U.S. Census Bureau, 2013–2017 ACS Table B25003I.

Latinx Head of Household	44% Homeowners	56% Renters
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Vacancy Rates

Housing vacancy is a measure of housing that is available to prospective renters and buyers. It is also a measure of unutilized housing stock. The Census defines vacancy as "unoccupied housing units . . . determined by the terms under which the unit may be occupied, e.g., for rent, for sale, or for seasonal use only." The 2010 Census identified vacancy through an enumeration, separate from (but related to) the survey of households. Enumerators are obtained using information from property owners and managers, neighbors, rental agents, and others.

According to the 2013–2017 Census, the vacancy rate in Troutdale was 1.1%, compared to 5.8% for Multnomah County, 5.5% for the Portland region, and 9.3% for Oregon.

Troutdale’s vacancy rate declined 2.9 percentage points from 2000 to the 2013–2017 period.

Exhibit 21. Vacancy Rate, Troutdale, 2000 and 2013–2017

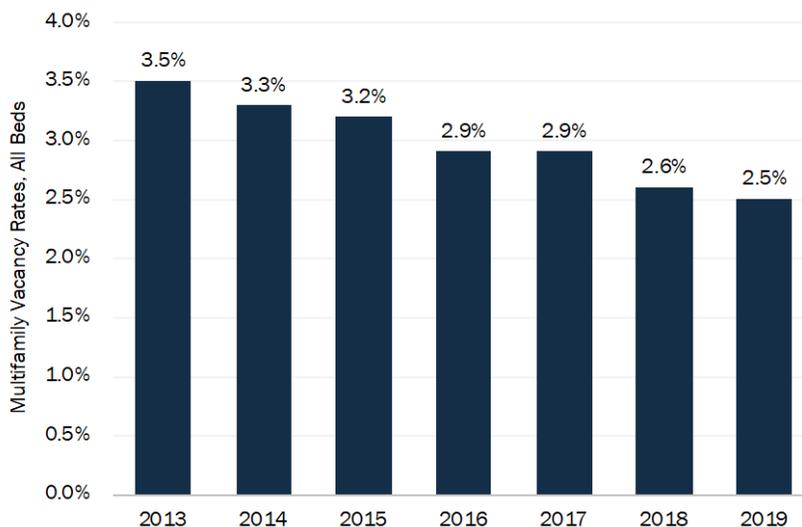
Source: U.S. Census Bureau, 2000 Decennial Census SF1 Table H005, 2013–2017 ACS Table B25004.

2000	4.0% Of Total Dwelling Units
2013–2017	1.1% Of Total Dwelling Units

Troutdale’s average multifamily vacancy rate has decreased since 2013 from 3.5% to 2.5% in 2019.

Exhibit 22. Average Multifamily Vacancy Rate, Troutdale, 2013 through 2019

Source: CoStar.



As of the 2013–2017 period, 0.5% of Troutdale’s total dwelling units were vacant for seasonal, recreational, or occasional use (e.g., short-term rentals or vacation homes).

Exhibit 23. Vacancy for Seasonal, Recreational, or Occasional Use, Troutdale, 2000 and 2013–2017

Source: U.S. Census Bureau, 2000 Decennial Census SF1 Table H005, 2013–2017 ACS Table B25004.

2000	17 Units	0.3% Share of Total Dwelling Units
2013–2017	29 Units	0.5% Share of Total Dwelling Units

Government-Assisted Housing

Governmental agencies offer subsidies to support housing development for low and moderate-income households. Troutdale has three government-assisted housing developments, with 431 subsidized units.

Exhibit 24. Government-Assisted Housing, Troutdale, May 2019

Source: Oregon Housing and Community Services. (May 2019). Affordable Housing Inventory in Oregon.

Development Name	Total Units	Total Affordable Units	Population Served	Government Subsidy Type	Affordability Contract Expiration
Cherry Ridge Apartments	160	160	Families	LIHTC	5/1/26
Hewitt Townhouses	44	43	Families	LIHTC	9/12/68
Troutdale Terrace Apartments	228	228	Families	LIHTC	11/6/62
Total	432	431			

Potential Home Forward Development Property

In January 2019, Metro adopted a work plan for its Affordable Housing Bond Program. The overall regional goal of the bond program is to produce 3,900 units that are affordable to households at 60% of area median income (AMI), with 1,600 units affordable at 30% AMI and 1,950 units that will accommodate families (i.e., two or more bedrooms). For the bond program, Home Forward, Multnomah County’s housing authority, is responsible for implementation in East Multnomah County in the communities of Fairview, Wood Village, and Troutdale.⁸

Home Forward identified a potential site (at SW Kendall and SW 2nd St.) for an affordable housing development in Troutdale. This property would be developed as part of, and partially funded by, the bond program. The site is about 4 acres and is currently owned by Multnomah County. At the time of this analysis, Home Forward had conducted initial outreach to Troutdale City Council and had started initial feasibility analysis for the potential affordable housing development. This development would provide needed housing for low and moderate-income households, helping to achieve the goals of the regional bond program.

⁸ Metro. “Affordable Housing Bond Program Work Plan.” January 2019.

Manufactured Homes

Manufactured homes provide a source of affordable housing in Troutdale. They provide a form of homeownership that can be made available to low and moderate-income households. Cities are required to plan for manufactured homes—both on lots and in parks (ORS 197.475-492).

Generally, manufactured homes in parks are owned by the occupants who pay rent for the space. Monthly housing costs are typically lower for a homeowner in a manufactured home park for several reasons, including the fact that property taxes levied on the value of the land are paid by the property owner, rather than the manufactured homeowner. The value of the manufactured home generally does not appreciate in the way a conventional home would, however. Manufactured homeowners in parks are also subject to the mercy of the property owner in terms of rent rates and increases. It is generally not within the means of a manufactured homeowner to relocate to another manufactured home to escape rent increases. Homeowners living in a park is desirable to some because it can provide a more secure community with on-site managers and amenities, such as laundry and recreation facilities.

OAR 197.480(4) requires cities to inventory the mobile home or manufactured dwelling parks sited in areas planned and zoned or generally used for commercial, industrial, or high-density residential development.⁹ Exhibit 25 presents the inventory of mobile and manufactured home parks within Troutdale as of May 2019.

Troutdale has six manufactured housing parks, with a total of 367 spaces within its city limits.

As of May 2019, only one manufactured housing park space was vacant.

Exhibit 25. Inventory of Mobile/Manufactured Home Parks, Troutdale city limits, May 2019

Source: Oregon Manufactured Dwelling Park Directory.

Name	Location	Type	Total Spaces	Vacant Spaces	Comprehensive Plan Designation
Buxton Place	116 SE 8th	Family	27	0	Medium Density Residential
Columbia Heights	843 SE Crestview Way	Family	88	0	Medium Density Residential
Columbia Vista	839 SW Livingston Pl	Family	77	1	Medium Density Residential
Sandy Frontier Trailer Court	1542 E Historic Columbia River Hwy	Family	9	0	Low Density Residential
Tower Estates	SW 29th St	Family	76	0	Medium Density Residential
Wood Village	23200 NE Sandy Blvd	Family	90	0	Multi Residential 2,000 (MR2) - Located in Wood Village
Total			367	1	

⁹ ORS 90.645 regulates rules about closure of manufactured dwelling parks. Before a park closure, the landlord must give at least one year's notice and must pay the tenant between \$5,000 and \$9,000 for each manufactured dwelling park space, in addition to not charging tenants for demolition costs of abandoned manufactured homes.

4. Demographic and Other Factors Affecting Residential Development in Troutdale

Demographic trends are important for a thorough understanding of the dynamics of the Troutdale housing market. Troutdale exists in a regional economy; trends in the region impact the local housing market. This chapter documents demographic, socioeconomic, and other trends relevant to Troutdale at the national, state, and regional levels.

Demographic trends provide a context for growth in a region; factors such as age, income, migration, and other trends show how communities have grown and how they will shape future growth. To provide context, we compare Troutdale to Multnomah County, the Portland region (defined as Clackamas, Multnomah, and Washington Counties), and Oregon. We also compare Troutdale to nearby cities where appropriate. Characteristics such as age and ethnicity are indicators of how the population has grown in the past and provide insight into factors that may affect future growth.

A recommended approach to conducting a housing needs analysis is described in *Planning for Residential Growth: A Workbook for Oregon's Urban Areas*, the Department of Land Conservation and Development's guidebook on local housing needs studies. As described in the guidebook, the specific steps in the Housing Needs Analysis are:

1. Project the number of new housing units needed in the next 20 years.
2. Identify relevant national, state, and local demographic and economic trends and factors that may affect the 20-year projection of structure type mix.
3. Describe the demographic characteristics of the population and, if possible, the housing trends that relate to demand for different types of housing.
4. Determine the types of housing that are likely to be affordable to the projected households based on household income.
5. Determine the needed housing mix and density ranges for each plan designation and the average needed net density for all structure types.
6. Estimate the number of additional needed units by structure type.

This chapter presents data to address steps 2, 3, and 4 in this list. Chapter 5 presents data to address steps 1, 5, and 6 in this list.

Demographic and Socioeconomic Factors Affecting Housing Choice¹⁰

Analysts typically describe housing demand as the *preferences* for different types of housing (e.g., single-family detached or apartment) and *the ability to pay* for that housing (the ability to exercise those preferences in a housing market by purchasing or renting housing; in other words, income or wealth).

Many demographic and socioeconomic variables affect housing choice. However, the literature about housing markets finds that age of the householder, size of the household, and income are most strongly correlated with housing choice.

- **Age of householder** is the age of the person identified (in the Census) as the head of household. Households make different housing choices at different stages of life. This chapter discusses generational trends, such as housing preferences of Baby Boomers, people born from about 1946 to 1964, and Millennials, people born from about 1980 to 2000.
- **Size of household** is the number of people living in the household. Younger and older people are more likely to live in single-person households. People in their middle years are more likely to live in multiperson households (often with children).
- **Household income** is probably the most important determinant of housing choice. Income is strongly related to the type of housing a household chooses (e.g., a single-family detached unit, duplex, triplex, quadplex, or a building with more than five units) and to household tenure (e.g., rent or own).

This chapter focuses on these factors, presenting data that suggests how changes to these factors may affect housing need in Troutdale over the next 20 years.

¹⁰ The research in this chapter is based on numerous articles and sources of information about housing, including:

Davis, Hibbits & Midghal Research, "Metro Residential Preference Survey," May 2014.

D. Myers and S. Ryu, *Aging Baby Boomers and the Generational Housing Bubble*, Journal of the American Planning Association, Winter 2008.

George Galster. People Versus Place, People and Place, or More? New Directions for Housing Policy, Housing Policy Debate, 2017.

Herbert, Christopher and Hrabchak Molinsky. "Meeting the Housing Needs of an Aging Population," 2015.

J. McIlwain, *Housing in America: The New Decade*, Urban Land Institute, 2010.

L. Lachman and D. Brett, *Generation Y: America's New Housing Wave*, Urban Land Institute, 2010.

Schuetz, Jenny. Who is the new face of American homeownership? Brookings, 2017.

The American Planning Association, "Investing in Place; Two generations' view on the future of communities," 2014.

Transportation for America, "Access to Public Transportation a Top Criterion for Millennials When Deciding Where to Live, New Survey Shows," 2014.

National Trends¹¹

This brief summary on national housing trends builds on previous work by ECONorthwest, Urban Land Institute (ULI) reports, and conclusions from *The State of the Nation's Housing, 2019* report from the Joint Center for Housing Studies of Harvard University. The Harvard report summarizes the national housing outlook as follows:

“If housing costs continue to rise faster than incomes, growth of households—and of housing demand—is likely to slow. As it is, the market has only produced enough homes to match the pace of household growth, let alone cover replacement and second-home demand and allow normal levels of vacancies. If current housing supply trends persist, house prices and rents will continue to rise at a healthy clip, further limiting the housing options for many. To ensure that the market can produce homes that meet the diverse needs of the growing US population, the public, private, and nonprofit sectors must address constraints on the development process. And for the millions of families and individuals that struggle to find housing that fits their budgets, much greater public efforts will be necessary to close the gap between what they can afford and the cost of producing decent housing.”

However, challenges to a strong domestic housing market remain. High mortgage rates make housing unaffordable for many Americans, especially younger Americans. In addition to rising housing costs, wages have also failed to keep pace, worsening affordability pressures. Single-family and multifamily housing supplies remain tight, which compound affordability issues. *The State of the Nation's Housing* report emphasizes the importance of government assistance and intervention to keep housing affordable moving forward. Several challenges and trends shaping the housing market are summarized below:

- **Moderate new construction and tight housing supply, particularly for affordable housing.** New construction experienced its ninth year of gains in 2018 with 1.25 million units added to the national stock. There were about 374,000 multifamily starts in 2018, an increase after a two-year slump in 2015 and 2016, putting multifamily growth at its highest rate since 1988. The supply of sale homes in 2018 averaged 4.0 months, below what is considered balanced (six months), and lower-cost homes are considered especially scarce. The *State of the Nation's Housing* report cites lack of skilled labor, higher land prices, and land use regulations as constraints on new construction.

¹¹ These trends are based on information from (1) the Joint Center for Housing Studies of Harvard University's publication *The State of the Nation's Housing 2019*, (2) Urban Land Institute, “2019 Emerging Trends in Real Estate,” and (3) the U.S. Census.

- **Demand shift from renting to owning.** After years of decline, the national homeownership rate increased to 64.4% in 2017–2018, up half a percentage point from the prior year. Trends suggest the recent homeownership increases are among householders of all age groups; however, homeownership rates continue to remain below historic levels from thirty years ago. Homeownership rates of those aged 65 and older have remained strong, 2.9 percentage points above 1988 levels, and homeownership rates among young adults have begun stabilizing after years of decline.
- **Housing affordability.** In 2017, about 31.5% of American households spent more than 30% of their income on housing. This figure is down from the prior year and continues to improve relative to its 2010 peak, bolstered by a considerable drop in the owner share of cost-burdened households. The share of cost-burdened renter households, however, continue to remain above that of homeowners and renter households, and now exceed the number of cost burdened homeowners by more than 3 million. Low-income households face an especially dire hurdle to afford housing. With such a large share of households exceeding the traditional standards for affordability, policymakers are focusing efforts on the severely cost burdened. Among those earning less than \$15,000, 72% of households paid more than half of their income on housing.
- **Long-term growth and housing demand.** The Joint Center for Housing Studies forecasts that nationally, demand for new homes could total as many as 12 million units between 2018 and 2028. Much of the demand will come from Baby Boomers, Millennials,¹² and immigrants. The Urban Land Institute cites the trouble of overbuilding in the luxury sector while demand is in midpriced single-family houses affordable to a larger buyer pool.
- **Growth in rehabilitation market.**¹³ Aging housing stock and poor housing conditions are growing concerns for jurisdictions across the United States. With almost 80% of the nation’s housing stock at least 20 years old (40% at least 50 years old), Americans are spending in excess of \$400 billion per year on residential renovations and repairs. As housing rehabilitation becomes the go-to solution to address housing conditions, the home remodeling market has grown more than 50% since the recession ended—generating 2.2% of national economic activity (in 2017).

Despite trends suggesting growth in the rehabilitation market, rising construction costs and complex regulatory requirements pose barriers to rehabilitation. Lower-income households or households on fixed incomes may defer maintenance for years

¹² According to the Pew Research Center, Millennials were born between the years of 1981 to 1996 (inclusive). Read more about generations and their definitions here: <http://www.pewresearch.org/fact-tank/2018/03/01/defining-generations-where-millennials-end-and-post-millennials-begin/>.

To generalize, and because there is no official generation of Millennial, we define this cohort as individuals born between 1980 and 2000.

¹³ These findings are copied from: Joint Center for Housing Studies. (2019). Improving America’s Housing, Harvard University. https://www.jchs.harvard.edu/sites/default/files/Harvard_JCHS_Improving_Americas_Housing_2019.pdf

due to limited financial means, escalating rehabilitation costs. At a certain point, the cost of improvements may outweigh the value of the structure, which may necessitate new responses such as demolition or redevelopment.

- **Changes in housing preference.** Housing preference will be affected by changes in demographics; most notably, the aging of the Baby Boomers, housing demand from Millennials, and growth of immigrants.
 - *Baby Boomers.* The housing market will be affected by the continued aging of Baby Boomers, the oldest of whom were in their seventies in 2019 and the youngest of whom were in their fifties in 2019. Baby Boomers' housing choices will affect housing preference and homeownership. Addressing housing needs for those moving through their 60s, 70s, and 80s (and beyond) will require a range of housing opportunities. For example, "the 82-to-86-year-old cohort dominates the assisted living and more intensive care sector" while new or near-retirees may prefer aging in place or active, age-targeted communities.¹⁴ Characteristics like immigration and ethnicity play a role too, as "older Asians and Hispanics are more likely than whites or blacks to live in multigenerational households."¹⁵ Senior households earning different incomes may make distinctive housing choices. For instance, low-income seniors may not have the financial resources to live out their years in a nursing home and may instead choose to downsize to smaller, more affordable units. Seniors living in close proximity to relatives may also choose to live in multigenerational households. Research shows that "older people in western countries prefer to live in their own familiar environment as long as possible," but aging in place does not only mean growing old in their own homes.¹⁶ A broader definition exists, which explains that aging in place also means "remaining in the current community and living in the residence of one's choice."¹⁷ Therefore, some Boomers are likely to stay in their home as long as they are able, and some will prefer to move into other housing products, such as multifamily housing or age-restricted housing developments, before they move into to a dependent-living facility or into a familial home. Moreover, "the aging of the U.S. population, [including] the continued growth in the percentage of single-person households, and the demand for a wider range of housing choices in communities across the country is fueling interest in new forms of residential development, including tiny houses."¹⁸

¹⁴ Urban Land Institute. Emerging Trends in Real Estate, United States and Canada. 2018.

¹⁵ Herbert, Christopher and Hrabchak Molinsky (2015). Meeting the Housing Needs of an Aging Population. https://shelterforce.org/2015/05/30/meeting_the_housing_needs_of_an_aging_population/

¹⁶ Vanleerberghe, Patricia, et al. The quality of life of older people aging in place: a literature review. 2017.

¹⁷ Ibid.

¹⁸ American Planning Association. Making Space for Tiny Houses, Quick Notes.

- *Millennials*. Over the last several decades, young adults have increasingly been living in multigenerational housing—more so than older demographics.¹⁹ Despite this trend, as Millennials age over the next twenty years, they will be forming households and families. In 2018, the oldest Millennials were in their late thirties and the youngest were in their late teens. By 2040, Millennials will be between 40 and 60 years old.

At the beginning of the 2007–2009 recession Millennials only started forming their own households. Today, Millennials are driving much of the growth in new households, albeit at slower rates than previous generations. From 2012 to 2017, Millennials formed an average of 2.1 million net new households each year. Twenty-six percent of Millennials aged 25 to 34 lived with their parents (or other relatives) in 2017.

Millennials' average wealth may remain far below Boomers and Gen Xers, and student loan debt will continue to hinder consumer behavior and affect retirement savings. As of 2015, Millennial's comprised 28% of active home buyers, while Gen Xers comprised 32% and Boomers 31%.²⁰ That said, "over the next 15 years, nearly \$24 trillion will be transferred in bequests," presenting new opportunities for Millennials (as well as Gen Xers).

- *Immigrants*. Research on foreign-born populations find that immigrants, more than native-born populations, prefer to live in multigenerational housing. Still, immigration and increased homeownership among minorities could also play a key role in accelerating household growth over the next ten years. Current Population Survey estimates indicate that the number of foreign-born households rose by nearly 400,000 annually between 2001 and 2007, and they accounted for nearly 30% of overall household growth. Beginning in 2008, the influx of immigrants was stanchied by the effects of the Great Recession. After a period of declines, however, the foreign born are again contributing to household growth. The Census Bureau's estimates of net immigration in 2017–2018 indicate that 1.2 million immigrants moved to the United States from abroad, down from 1.3 million immigrants in 2016–2017 but higher than the average annual pace of 850,000 during the period of 2009–2011. However, if recent federal policies about immigration are successful, growth in undocumented and documented immigration could slow and cause a drag on household growth in the coming years.

¹⁹ According to the Pew Research Center, in 1980, just 11% of adults aged 25 to 34 lived in a multigenerational family household, and by 2008, 20% did (82% change). Comparatively, 17% of adults aged 65 and older lived in a multigenerational family household, and by 2008, 20% did (18% change).

²⁰ Srinivas, Val and Goradia, Urval (2015). The future of wealth in the United States, Deloitte Insights.

<https://www2.deloitte.com/insights/us/en/industry/investment-management/us-generational-wealth-trends.html>

- *Diversity.* The growing diversity of American households will have a large impact on the domestic housing markets. Over the coming decade, minorities will make up a larger share of young households and constitute an important source of demand for both rental housing and small homes. The growing gap in homeownership rates between whites and blacks, as well as the larger share of minority households that are cost burdened, warrants consideration. Since 1988, the difference in homeownership rates between whites and blacks has risen by 3.9 percentage points to 30.1% in 2018. Alternatively, the gap between white and Latinx homeownership rates and white and Asian homeownership rates both decreased during this period but remained sizable at 26.0 and 16.0 percentage points, respectively. Although homeownership rates are increasing for some minorities, large shares of minority households are more likely to live in high-cost metro areas. This, combined with lower incomes than white households, leads to higher rates of cost burden for minority homeowners—30.2% for blacks, 29.6% for Latinx, 27.3% for Asians/others, and 20.4% for whites in 2017.
- **Changes in housing characteristics.** The U.S. Census Bureau’s Characteristics of New Housing Report (2018) presents data that show trends in the characteristics of new housing for the nation, state, and local areas. Several long-term trends in the characteristics of housing are evident from the New Housing Report:²¹
 - *Larger single-family units on smaller lots.* Between 1999 and 2018, the median size of new single-family dwellings increased by 18% nationally, from 2,028 sq. ft. to 2,386 sq. ft., and 17% in the western region from 2,001 sq. ft. in 1999 to 2,341 sq. ft. in 2018. Moreover, the percentage of new units smaller than 1,400 sq. ft. nationally decreased by more than half, from 15% in 1999 to 7% in 2018. The percentage of units greater than 3,000 sq. ft. increased from 17% in 1999 to 28% of new one-family homes completed in 2018. In addition to larger homes, a move toward smaller lot sizes is seen nationally. Between 2009 and 2018, the percentage of lots less than 7,000 sq. ft. increased from 25% to 32% of lots.
 - *Larger multifamily units.* Between 1999 and 2018, the median size of new multiple family dwelling units increased by 5.4% nationally. In the western region, the median size decreased by 2.0%. Nationally, the percentage of new multifamily units with more than 1,200 sq. ft. increased from 28% in 1999 to 36% in 2018 and increased from 25% to 29% in the western region.

²¹ U.S. Census Bureau, Highlights of Annual 2018 Characteristics of New Housing. Retrieved from: <https://www.census.gov/construction/chars/highlights.html>.

- *Household amenities.* Across the United States since 2013, an increasing number of new units have had air-conditioning (fluctuating year by year at over 90% for both new single-family and multifamily units). In 2000, 93% of new single-family houses had two or more bathrooms, compared to 96% in 2018. The share of new multifamily units with two or more bathrooms decreased from 55% of new multifamily units to 44%. As of 2018, 92% of new single-family houses in the United States have garages for one or more vehicles (from 89% in 2000).
- *Shared amenities.* Housing with shared amenities are growing in popularity, as it may improve space efficiencies and reduce per-unit costs/maintenance costs. Single-room occupancies (SROs),²² cottage clusters, cohousing developments, and multifamily products are common housing types that take advantage of this trend. Shared amenities may take many forms and include bathrooms, kitchens and other home appliances (e.g., laundry facilities, outdoor grills), security systems, outdoor areas (e.g., green spaces, pathways, gardens, rooftop lounges), fitness rooms, swimming pools, tennis courts, and free parking.²³

State Trends

Oregon's 2016–2020 Consolidated Plan includes a detailed housing needs analysis as well as strategies for addressing housing needs statewide. The plan concludes that “a growing gap between the number of Oregonians who need affordable housing and the availability of affordable homes has given rise to destabilizing rent increases, an alarming number of evictions of low- and fixed- income people, increasing homelessness, and serious housing instability throughout Oregon.”

It identified the following issues that describe housing need statewide:²⁴

- For housing to be considered affordable, a household should pay up to one-third of their income toward rent, leaving money left over for food, utilities, transportation, medicine, and other basic necessities. Today, one in two Oregon households pays more than one-third of their income toward rent, and one in three pays more than half of their income toward rent.

²² Single-room occupancies are residential properties with multiple single room dwelling units occupied by a single individual. From: U.S. Department of Housing and Urban Development. (2001). *Understanding SRO*. <https://www.hudexchange.info/resources/documents/Understanding-SRO.pdf>

²³ Urbsworks. (n.d.). Housing Choices Guide Book: A Visual Guide to Compact Housing Types in Northwest Oregon. https://www.oregon.gov/lcd/Publications/Housing-Choices-Booklet_DIGITAL.pdf

Saiz, Albert and Salazar, Arianna. (n.d.). Real Trends: The Future of Real Estate in the United States. Center for Real Estate, Urban Economics Lab.

²⁴ These conclusions are copied directly from the report: Oregon's 2016–2020 Consolidated Plan <http://www.oregon.gov/ohcs/docs/Consolidated-Plan/2016-2020-Consolidated-Plan-Amendment.pdf>.

- More school children are experiencing housing instability and homelessness. The rate of K–12 homeless children increased by 12% from the 2013–2014 school year to the 2014–2015 school year.
- Oregon has 28,500 rental units that are affordable and available to renters with extremely low incomes. There are about 131,000 households that need those apartments, leaving a gap of 102,500 units.
- Housing instability is fueled by an unsteady, low-opportunity employment market. Over 400,000 Oregonians are employed in low-wage work. Low-wage work is a growing share of Oregon’s economy. When wages are set far below the cost needed to raise a family, the demand for public services grows to record heights.
- Women are more likely than men to end up in low-wage jobs. Low wages, irregular hours, and part-time work compound issues.
- People of color historically constitute a disproportionate share of the low-wage work force. About 45% of Latinx and 50% of African Americans are employed in low-wage industries.
- The majority of low-wage workers are adults over the age of twenty, many of whom have earned a college degree, or some level of higher education.
- In 2019, minimum wage in Oregon²⁵ was \$11.25, compared to \$12.50 in the Portland region and \$11.00 for nonurban counties.

Oregon’s 2018 *Statewide Housing Plan* identified six housing priorities to address in communities across the state over 2019 to 2023, summarized below. It includes relevant data to help illustrate the rationale for each priority. The 2018 *Statewide Housing Plan* describes the Oregon Housing and Community Services’ (OHCS) goals and implementation strategies for achieving the goals.²⁶

- **Equity and Racial Justice.** *Advance equity and racial justice by identifying and addressing institutional and systemic barriers that have created and perpetuated patterns of disparity in housing and economic prosperity.*
 - Summary of the Issue: In Oregon, 26% of people of color live below the poverty line, compared to 15% of the white population.

²⁵ The 2016 Oregon Legislature, Senate Bill 1532, established a series of annual minimum wage rate increases beginning July 1, 2016, through July 1, 2022. <https://www.oregon.gov/boli/whd/omw/pages/minimum-wage-rate-summary.aspx>

²⁶ Priorities and factoids are copied directly from the report: Oregon Housing and Community Services (November 2018). *Breaking New Ground, Oregon’s Statewide Housing Plan, Draft*. <https://www.oregon.gov/ohcs/DO/shp/OregonStatewideHousingPlan-PublicReviewDraft-Web.pdf>

- 2019–2023 Goal: Communities of color will experience increased access to OHCS resources and achieve greater parity in housing stability, self-sufficiency, and homeownership. OHCS will collaborate with its partners and stakeholders to create a shared understanding of racial equity and overcome systemic injustices faced by communities of color in housing discrimination, access to housing, and economic prosperity.
- **Homelessness.** *Build a coordinated and concerted statewide effort to prevent and end homelessness, with a focus on ending unsheltered homelessness of Oregon’s children and veterans.*
 - Summary of the Issue: According to the Point-in-Time count, approximately 14,000 Oregonians experienced homelessness in 2017, an increase of nearly 6% since 2015. Oregon’s unsheltered population increased faster than the sheltered population, and the state’s rate of unsheltered homelessness is the third highest in the nation at 57%. The state’s rate of unsheltered homelessness among people in families with children is the second highest in the nation at 52%.
 - 2019–2023 Goal: OHCS will drive toward impactful homelessness interventions by increasing the percentage of people who are able to retain permanent housing for at least six months after receiving homeless services to at least 85%. We will also collaborate with partners to end veterans’ homelessness in Oregon and build a system in which every child has a safe and stable place to call home.
- **Permanent Supportive Housing.** *Invest in permanent supportive housing, a proven strategy to reduce chronic homelessness and reduce barriers to housing stability.*
 - Summary of the Issue: Oregon needs about 12,388 units of permanent supportive housing to serve individuals and families with a range of needs and challenges.
 - 2019–2023 Goal: OHCS will increase our commitment to permanent supportive housing by funding the creation of 1,000 or more additional permanent supportive housing units to improve the future long-term housing stability for vulnerable Oregonians.
- **Affordable Rental Housing.** *Work to close the affordable rental housing gap and reduce housing cost burden for low-income Oregonians.*
 - Summary of the Issue: Statewide, over 85,000 new affordable units are needed to house those households earning below 30% of median family income (MFI). The gap is even larger when accounting for the more than 16,000 units affordable at 30% of MFI, which are occupied by households at other income levels.
 - 2019–2023 Goal: OHCS will triple the existing pipeline of affordable rental housing—up to 25,000 homes in the development pipeline by 2023. Residents of affordable rental housing funded by OHCS will have reduced cost burden and more opportunities for prosperity and self-sufficiency.
- **Homeownership.** *Provide more low and moderate-income Oregonians with the tools to successfully achieve and maintain homeownership, particularly in communities of color.*

- Summary of the Issue: In Oregon, homeownership rates for all categories of people of color are lower than for white Oregonians. For White non-Latinx Oregonians, the home ownership rate is 63%. For Latinx and non-White Oregonians, it is 42%. For many, homeownership rates have fallen between 2005 and 2016.
- 2019–2023 Goal: OHCS will assist at least 6,500 households in becoming successful homeowners through mortgage lending products while sustaining efforts to help existing homeowners retain their homes. OHCS will increase the number of homebuyers of color in our homeownership programs by 50% as part of a concerted effort to bridge the homeownership gap for communities of color while building pathways to prosperity.
- **Rural Communities.** *Change the way OHCS does business in small towns and rural communities to be responsive to the unique housing and service needs and unlock the opportunities for housing development.*
 - Summary of the Issue: While housing costs may be lower in rural areas, incomes are lower as well: Median family income is \$42,750 for rural counties versus \$54,420 for urban counties. Additionally, the median home values in rural Oregon are 30% higher than in the rural United States, and median rents are 16% higher.
 - 2019–2023 Goal: OHCS will collaborate with small towns and rural communities to increase the supply of affordable and market-rate housing. As a result of tailored services, partnerships among housing and service providers, private industry, and local governments will flourish, leading to improved capacity, leveraging of resources, and a doubling of the housing development pipeline.

Regional and Local Demographic Trends that May Affect Housing Need in Troutdale.

Demographic trends that might affect the key assumptions used in the baseline analysis of housing need are (1) the aging population, (2) changes in household size and composition, and (3) increases in diversity.

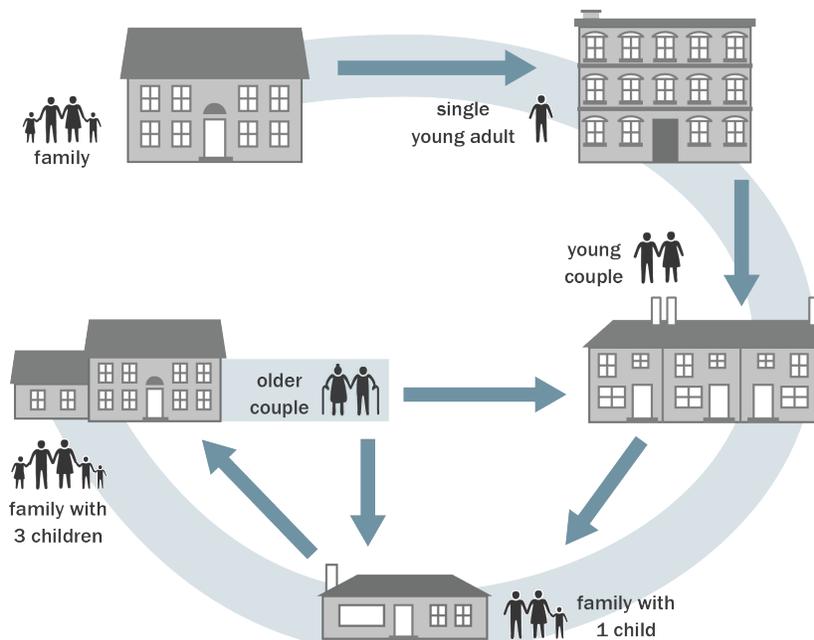
An individual's housing needs change throughout their life, with changes in income, family composition, and age. The types of housing needed by a 20-year-old college student differ from the needs of a 40-year-old parent with children, or an 80-year-old single adult. As Troutdale's population ages, different types of housing will be needed to accommodate older residents. The housing characteristics by age data below reveal this cycle in action in Troutdale.

Housing needs and preferences change in predictable ways over time, such as with changes in marital status and size of family.

As the adults in households age, incomes generally increase and the household composition changes. Incomes generally increase until retirement, allowing households to afford to spend more on housing as they age. At the same time, household composition changes, generally with addition of children for younger households and departure of children for older households. The changes in these three factors illustrate the housing life cycle that most households experience in one form or another.

Exhibit 26. Effect of Demographic Changes on Housing Need

Source: ECONorthwest, adapted from Clark, William A.V. and Frans M. Dieleman. 1996. Households and Housing. New Brunswick, NJ: Center for Urban Policy Research.



Growing Population

Troutdale’s population growth will drive future demand for housing in the City over the planning period. The population forecast in Exhibit 28 is Troutdale’s official population forecast, from the Oregon Metro 2040 Distributed Population and Household Forecast. Troutdale must use this forecast as the basis for forecasting housing growth over the 2020 to 2040 period.

Troutdale’s population grew by 106% over the 1990 to 2018 period. Troutdale added 8,333 new residents over this time frame, at an average annual growth rate of 2.6%, higher than both Multnomah County (1.2%) and the Portland region (1.6%).

Exhibit 27. Population Growth and Change, Troutdale, Multnomah County, Portland Region, Oregon, and the United States, 1990, 2000, 2010, and 2018

Source: U.S. Decennial Census 1990, 2000, 2010 and Annual Estimates of the Resident Population: July 1, 2018.

Note: the Portland region is the aggregate of Clackamas, Multnomah, and Washington Counties.

Geography					Change 1990 to 2018		
	1990	2000	2010	2018	Number	Percent	AAGR
U.S.	248,709,873	281,421,906	308,745,538	327,167,434	78,457,561	32%	1.0%
Oregon	2,842,321	3,421,399	3,831,074	4,141,100	1,298,779	46%	1.4%
Portland Region	1,174,291	1,444,219	1,644,535	1,839,005	664,714	57%	1.6%
Multnomah County	583,887	660,486	730,140	813,300	229,413	39%	1.2%
Troutdale	7,852	13,777	15,595	16,185	8,333	106%	2.6%

The resident population in Troutdale’s city limits is projected to grow by 1,507 people between 2020 and 2040, at an average annual growth rate of 0.44%.²⁷

Exhibit 28. Forecast of Population Growth, Troutdale City Limits, 2020 to 2040

Source: Metro 2040 Population Distributed Forecast, Exhibit A. July 12, 2016.

16,377	17,884	1,507	9.2% increase
Residents in 2020	Residents in 2040	New residents 2020 to 2040	0.44% Annual Average Growth Rate

²⁷ This forecast of population growth is based on Troutdale’s (city limits) official population forecast from Metro 2040 Population Distributed Forecast (2016). ECONorthwest extrapolated the population forecast for 2015 (to 2020) using an average annual growth rate.

Aging Population

This section shows two key characteristics of Troutdale’s population, with implications for future housing demand in Troutdale:

- **Seniors.** Troutdale currently has a smaller share of people over 60 years old than Multnomah County and the Portland region. As Troutdale’s senior population grows, it will have increasing demand for housing that is suitable for older demographics.

Demand for housing for seniors will grow over the planning period, as Baby Boomers continue to age and retire. The Multnomah County forecast share of residents aged 60 years and older will account for 22% of its population in 2040, compared to around 19% in 2020.

The impact of growth in seniors in Troutdale will depend, in part, on whether older people already living in Troutdale continue to reside there as they retire. National surveys show that, in general, most retirees prefer to age in place by continuing to live in their current home and community as long as possible.²⁸ Troutdale may be attractive to newly retiring seniors because of its location within the Portland Metro region.

Growth in the number of seniors will result in demand for housing types specific to seniors, such as small and easy-to-maintain dwellings, assisted-living facilities, or age-restricted developments. Senior households will make a variety of housing choices as their health declines, including remaining in their homes as long as they are able, downsizing to smaller single-family homes (detached and attached) or multifamily units, moving in with family, or moving into group housing (such as assisted-living facilities or nursing homes). The challenges aging seniors face in continuing to live in their community include changes in health-care needs, loss of mobility, the difficulty of home maintenance, financial concerns, and increases in property taxes.²⁹

- **Troutdale has a larger share of younger people than Multnomah County and the Portland region.** About 27% of Troutdale’s population is under 20 years old, compared to 22% of Multnomah County’s population and 24% of the Portland region’s population. The forecast for population growth in Multnomah County shows the percent of people under 20 years decreasing from 21% of the population in 2020 to 19% in 2040.

People currently aged 20 to 40 are referred to as the Millennial generation and account for the largest share of population in Oregon.³⁰ By 2040, they will be about 40 to 60 years of age. The forecast for Multnomah County shows a growth in Millennials from about 27% of the population in 2020 to about 29% of the population in 2040.

²⁸ A survey conducted by the AARP indicates that 90% of people 50 years and older want to stay in their current home and community as they age. See <http://www.aarp.org/research>.

²⁹ “Aging in Place: A toolkit for Local Governments” by M. Scott Ball.

³⁰ Pew Research Center. (March 2018). “Defining generations: Where Millennials end and post-Millennials begin” by Michael Dimock. Retrieved from: <http://www.pewresearch.org/fact-tank/2018/03/01/defining-generations-where-millennials-end-and-post-millennials-begin/>.

Troutdale’s ability to attract people in this age group will depend, in large part, on whether the City has opportunities for housing that both appeals to and is affordable to Millennials. Again, Troutdale is attractive because of the amenities of the Portland region.

The long-term housing preference of Millennials is uncertain. Research suggests that Millennials’ housing preferences may be similar to Baby Boomers, with a preference for smaller, less-costly units. Recent surveys about housing preference suggest that Millennials want affordable single-family homes in areas that offer transportation alternatives to cars, such as suburbs or small cities with walkable neighborhoods.³¹

A recent survey of people living in the Portland region shows that Millennials prefer single-family detached housing. The survey finds that housing price is the most important factor in choosing housing for younger residents.³² The survey results suggest Millennials are more likely than other groups to prefer housing in an urban neighborhood or town center.

Growth in Millennials in Troutdale will result in increased demand for both affordable single-family detached housing (such as small single-family detached units like cottages), as well as increased demand for affordable townhouses and multifamily housing. Growth in this population will result in increased demand for both ownership and rental opportunities, with an emphasis on housing that is comparatively affordable.

³¹ The American Planning Association, “Investing in Place; Two generations’ view on the future of communities.” 2014.

“Access to Public Transportation a Top Criterion for Millennials When Deciding Where to Live, New Survey Shows,” Transportation for America.

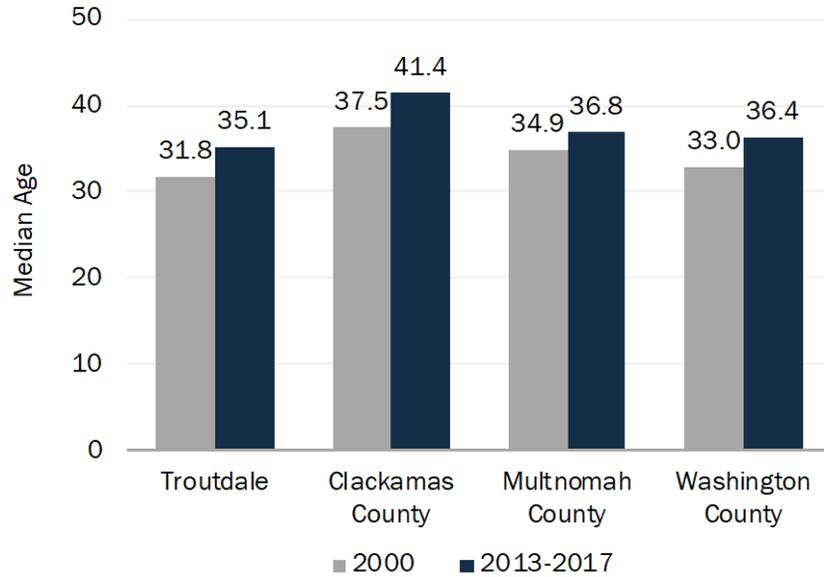
“Survey Says: Home Trends and Buyer Preferences,” National Association of Home Builders International Builders

³² Davis, Hibbits, & Midghal Research, “Metro Residential Preference Survey,” May 2014.

Over the 2000 to 2013–2017 period, Troutdale’s median age grew by 3.3 years, larger than Multnomah County’s median age change of 1.9 years, but smaller than Clackamas County’s and Washington County’s median age change.

Exhibit 29. Median Age, Troutdale, Clackamas County, Multnomah County, and Washington County, 2000 and 2013–2017

Source: U.S. Census Bureau, 2000 Decennial Census Table B01002, 2013–2017 ACS, Table B01002.

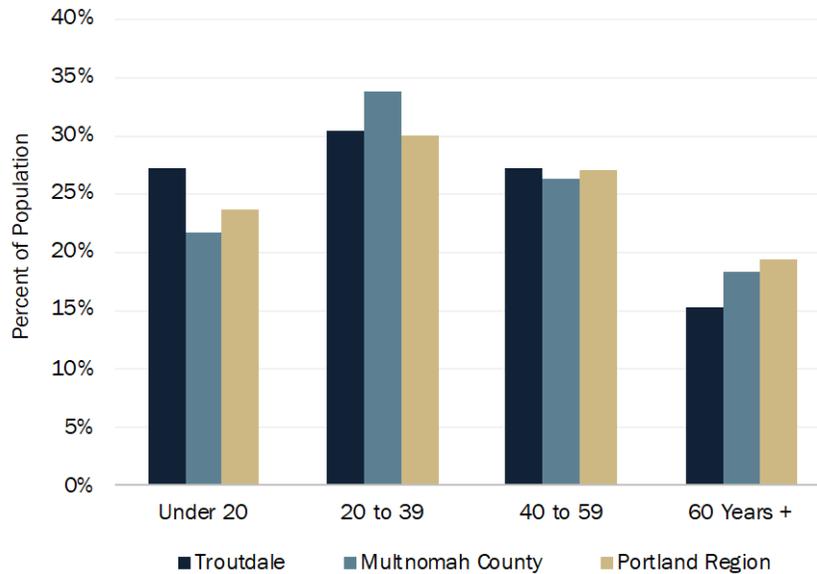


In the 2013–2017 period, about 57% of Troutdale’s residents were between the ages of 20 and 59 years.

Compared to Multnomah County and the Portland region, Troutdale had a larger share of residents under 20 years of age (27% versus 22% and 24%, respectively). Troutdale’s share of residents aged 20 to 59 is comparable to that of both Multnomah County and the Portland region (58% versus 60% and 57%, respectively).

Exhibit 30. Population Distribution by Age, Troutdale, Multnomah County, and the Portland Region, 2013–2017

Source: U.S. Census Bureau, 2013–2017 ACS, Table B01001.

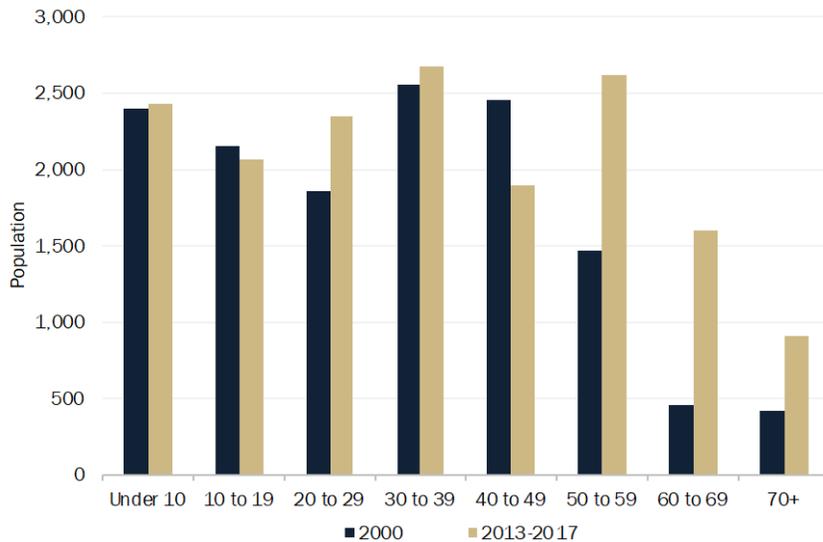


The largest population increases in Troutdale over the 2000 to 2013–2017 period were for older adult and senior age groups.

For example, residents aged 60 to 69 grew by 256% over the analysis period. This group’s share of Troutdale’s total population increased by about 6.4 percentage points, from 3.3% in 2000 to 9.7% in 2013–2017.

Exhibit 31. Population Distribution by Age, Troutdale, 2000 and 2013–2017

Source: U.S. Census Bureau, 2000 Decennial Census Table P012 and 2013–2017 ACS, Table B01001.

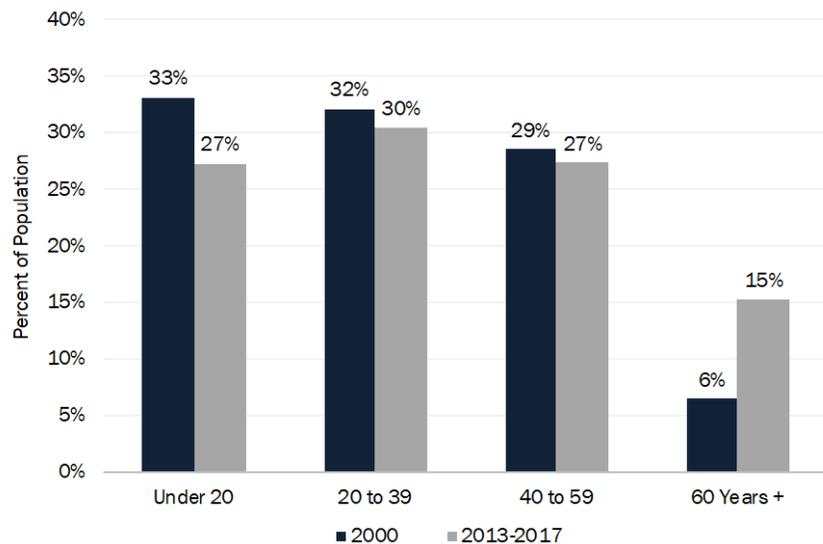


Between 2000 and 2013–2017, the share of Troutdale’s population aged 60 years and older more than doubled.

Troutdale’s population aged 60 years and older grew by 1,636 people between 2000 and 2013–2017. This increase can be explained, in part, through aging of Baby Boomers across the Portland region. Development of senior housing in Troutdale likely attracted seniors to the city.

Exhibit 32. Change in Population Composition by Age, Troutdale, 2000 and 2013–2017

Source: U.S. Census Bureau, 2000 Decennial Census Table P012 and 2013–2017 ACS, Table B01001.



Between 2020 and 2040, Multnomah County's population over 60 years old is forecast to grow the fastest, by 40%.

Exhibit 33. Fastest-growing Age Groups, Multnomah County, 2020 to 2040

Source: Portland State University, Population Research Center, Multnomah County Proposed Forecast Tables, March 2017.

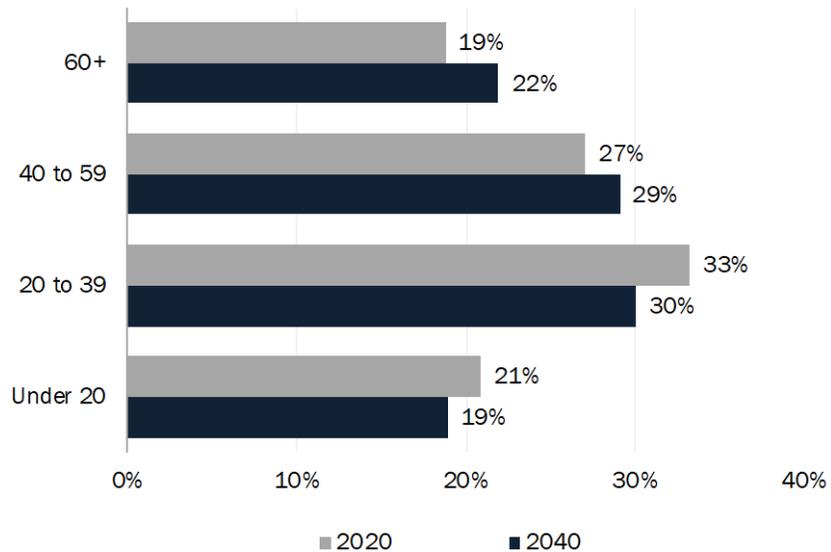
8%	8%	28%	40%
13,638	21,075	62,178	61,002
People	People	People	People
Under 20	20-39 Yrs	40-59 Yrs	60+ Yrs

Between 2020 and 2040, the share of Multnomah County residents over the age of 40 will make up 51% of the county's total population.

Of all the age cohorts, the share of residents 40 to 59 years of age and over 60 years of age will increase by 2040, while the share of those aged 20 to 39 years and those under 20 will decrease.

Exhibit 34. Population Growth by Age Group, Multnomah County, 2020 to 2040

Source: Portland State University, Population Research Center, Multnomah County Proposed Forecast Tables, March 2017.



Increased Ethnic Diversity

Troutdale is becoming more ethnically diverse. The Latinx population grew from 5% of Troutdale's population in 2000 to 14% of the population in the 2013–2017 period, adding about 1,640 new Latinx residents. Troutdale is more ethnically diverse than the Portland region, with the share of Latinx residents in the Portland region making up 12% of its population compared to Troutdale's 14% share of Latinx residents.

The U.S. Census Bureau forecasts that at the national level, the Latinx population will continue growing faster than most other non-Latinx populations between 2020 and 2040. The Census forecasts that the Latinx population will increase 93% from 2016 to 2060 and foreign-born Latinx population will increase by about 40% in that same time.³³

Continued growth in the Latinx population will affect Troutdale's housing needs in a variety of ways.³⁴ Growth in first and, to a lesser extent, second and third-generation Latinx immigrants, will increase demand for larger dwelling units to accommodate the, on average, larger household sizes for these households. Foreign-born households, including Latinx immigrants, are more likely to include multiple generations, requiring more space than smaller household sizes. As Latinx households integrate over generations, household size typically decreases and housing needs become similar to housing needs for all households.

According to the *State of Hispanic Homeownership* report from the National Association of Hispanic Real Estate Professionals,³⁵ Latinx accounted for 32.4% of the nation's household formation in 2018, up 3.8 percentage points from 2017. The rate of homeownership for Latinx increased from 45.6% in 2015 to 47.1% in 2018.³⁶ The only demographic that increased their rate of homeownership from 2016 to 2017 was for Latinx households.

The *State of Hispanic Homeownership* report also cites the lack of affordable housing products as a substantial barrier to homeownership. The report finds that Latinx households are more likely than non-Latinx households to be nuclear households, comprised of married couples with children, and multigenerational households in the same home, such as parents and adult children living together. These housing preferences—affordability and larger household size—will influence the housing market as the Latinx population continues to grow.³⁷ Accordingly, growth in Latinx households will result in increased demand for housing of all types, both for ownership and rentals, with an emphasis on housing that is comparatively affordable.

³³ U.S. Census Bureau, *Demographic Turning Points for the United States: Population Projections for 2020 to 2060*, pg. 7, https://www.census.gov/content/dam/Census/library/publications/2018/demo/P25_1144.pdf

³⁴ Pew Research Center. *Second-Generation Americans: A Portrait of the Adult Children of Immigrants*, February 7, 2013, Appendix 8, <http://www.pewsocialtrends.org/2013/02/07/appendix-1-detailed-demographic-tables/>. National Association of Hispanic Real Estate Professionals. *2017 State of Hispanic Homeownership Report*, 2017.

³⁵ National Association of Hispanic Real Estate Professionals (2018). *2018 State of Hispanic Homeownership Report*. Retrieved from: <https://nahrep.org/downloads/2018-state-of-hispanic-homeownership-report.pdf>

³⁶ *Ibid.*

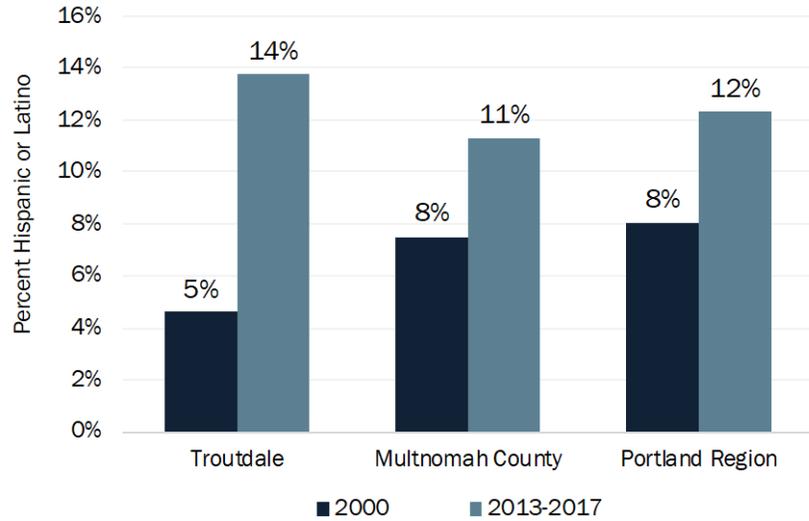
³⁷ *Ibid.*

The share of Troutdale’s population that is Latinx increased by 9 percentage points (1,640 people) from 2000 to 2013–2017.

Troutdale was more ethnically diverse than the Portland region during the 2013–2017 period.

Exhibit 35. Latinx Population as a Percent of the Total Population, Troutdale, Multnomah County, and Portland Region, 2000 and 2013–2017

Source: U.S. Census Bureau, 2000 Decennial Census Table P008, 2013–2017 ACS Table B03002.



Racial Diversity³⁸

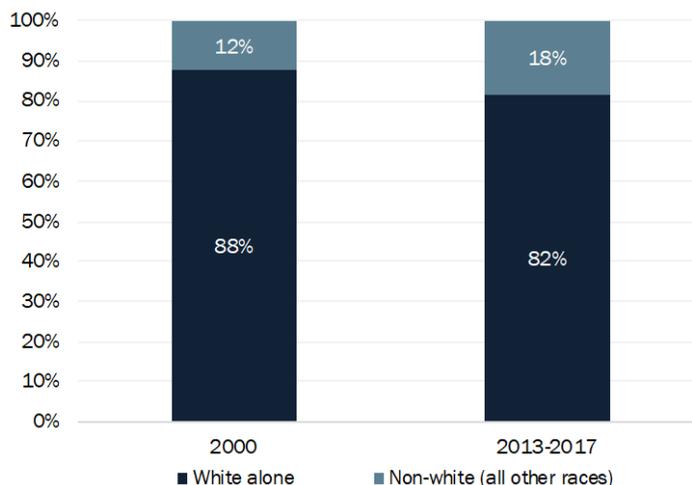
The nonwhite population is defined as the share of the population that identifies as a race other than “white alone,” according to Census definitions. Racial diversity in Troutdale increased over the 2000 to 2013–2017 period. In the 2013–2017 period, Troutdale was less racially diverse than both Multnomah County and the Portland region.

The share of the nonwhite population in Troutdale increased by 6 percentage points over the 2000 to 2013–2017 period.

The nonwhite population includes the following Census-defined races: black or African American, American Indian and Alaska Native, Asian, Native Hawaiian and other Pacific Islander, some other race (not white), and two or more races.

Exhibit 36. Nonwhite Population as a Percent of Total Population, Troutdale, 2000 and 2013–2017

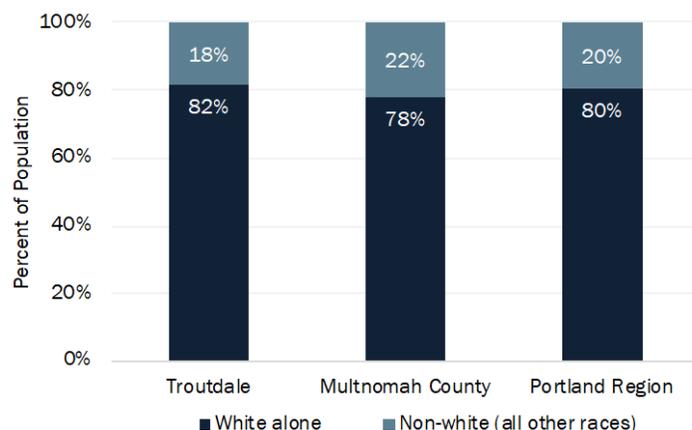
Source: U.S. Census Bureau, 2000 Decennial Census Table P008, 2013–2017 ACS Table B02001.



In the 2013–2017 period, Troutdale was less racially diverse than Multnomah County and the Portland region.

Exhibit 37. Nonwhite Population as a Percent of Total Population, Troutdale, Multnomah County, and the Portland Region, 2013–2017

Source: U.S. Census Bureau, 2013–2017 ACS Table B02001.



³⁸ The US Census Bureau considers race and ethnicity as two distinct concepts. The Census applies two categories for ethnicity, which are Hispanic or Latino (i.e., Latinx) and Not Hispanic or Latino (i.e., Non-Latinx). Latinx is an ethnicity and not a race, meaning individuals who identify as Latinx may be of any race. The share of the population that identifies as Latinx should not be added to percentages for racial categories.

Homelessness

Multnomah County's Point-in-Time homeless count decreased by about 4% (162 people) from 2017 to 2019.

Between 2013 and 2019, individuals who were homeless (and sheltered) decreased by 22%. Individuals who were homeless (and unsheltered) increased by 22%.

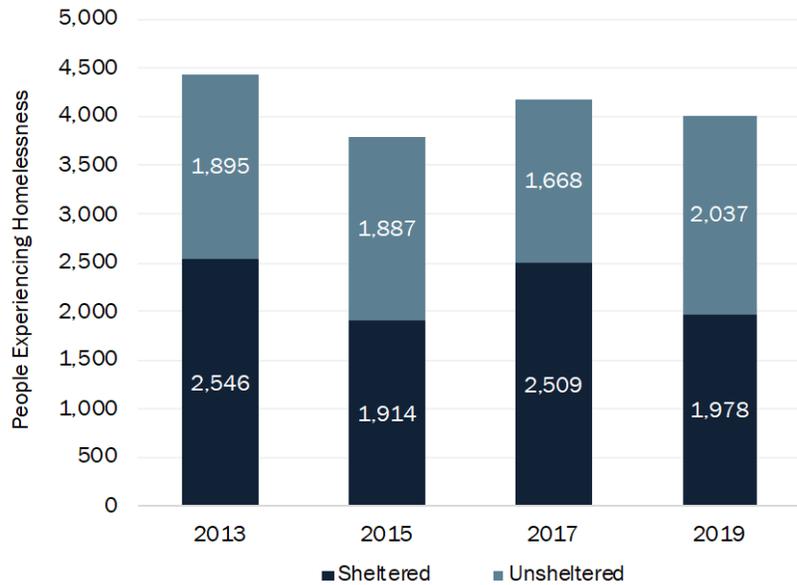
Exhibit 38. Number of Persons Homeless, Multnomah County, Point-in-Time Count, 2017 and 2019

Source: Multnomah County, Point-in-Time Count, January 2017, 2019.

4,177 Persons **4,015 Persons**
2017 2019

Exhibit 39. Number of Persons Homeless by Living Situation, Multnomah County, Point-in-Time Count, 2013 through 2019

Source: Multnomah County, Point in Time Count, January 2013, 2015, 2017, 2019.



Household Size and Composition

Troutdale's households are larger than Portland region households. Troutdale's household composition shows that households in Troutdale are larger than Multnomah County and Portland region averages.

This section shows the following trends in household size and composition in Troutdale:

- **Households in Troutdale, on average, are larger than households in the Portland region.** The average household size in Troutdale is 2.80 persons, while the average household size in Clackamas, Multnomah, and Washington Counties is 2.58, 2.42, and 2.66 persons per household, respectively. The average household size for Latinx households in Troutdale is nearly 4 persons per household.
- **Troutdale has a smaller share of 1-person households and a larger share of family households, compared to Multnomah County and the Portland region.** Troutdale's share of 1-person households is 20%, compared to 32% in Multnomah County and 28% in the Portland region overall. The share of family households in Troutdale is 31%, compared to 25% in Multnomah County and 28% in the Portland region.

Troutdale's average household size was larger than that of the three counties covering the Portland region.

Exhibit 40. Average Household Size, Troutdale, Clackamas County, Multnomah County, and Washington County 2013–2017

Source: U.S. Census Bureau, 2013–2017 ACS 5-year estimate, Table B25010.

2.80 Persons

Troutdale

2.58 Persons

Clackamas County

2.42 Persons

Multnomah County

2.66 Persons

Washington County

According to the two most recent Decennial Censuses, Troutdale's average household size for householders identifying as Latinx increased by 0.10 persons.

Exhibit 41. Average Household Size for Latinx Householder, Troutdale, 2000 and 2010

Source: U.S. Census Bureau, 2000 Summary File 1 Table H012H and 2010 Summary File 1 Table H12H.

3.98 Persons

Troutdale, 2010

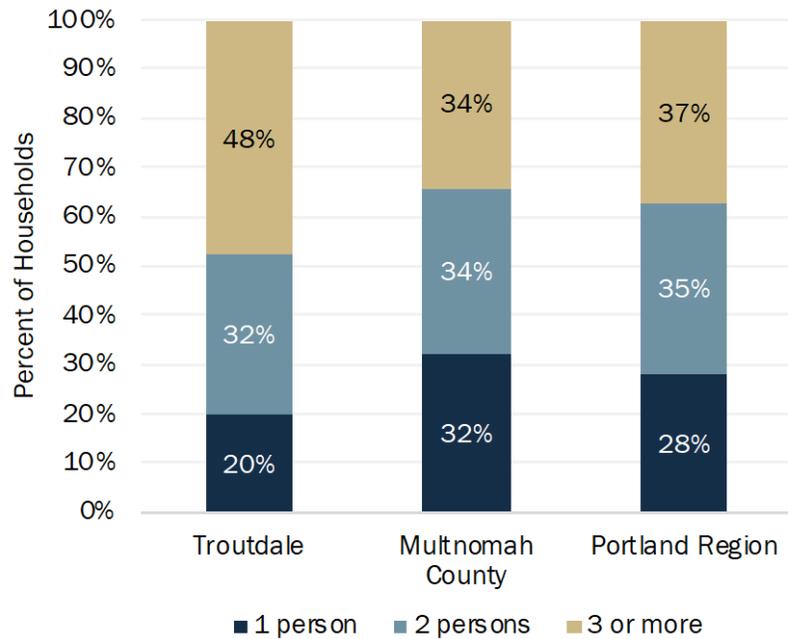
3.88 Persons

Troutdale, 2000

About 52% of Troutdale’s households were 1 or 2-person households, compared to 66% of Multnomah County’s, and 63% of the Portland region’s households.

Exhibit 42. Household Size, Troutdale, Multnomah County, and Portland Region, 2013–2017

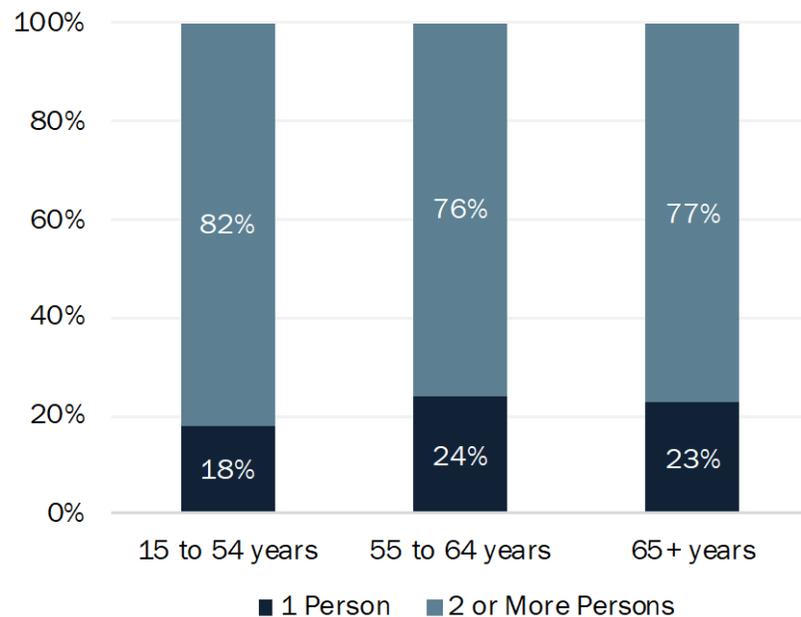
Source: U.S. Census Bureau, 2013–2017 ACS 5-year estimate, Table B25010.



The share of 1-person households in Troutdale increases with the age of the householder. About 18% of households in the “15 to 54 years” category are 1-person householders, compared to about 23% of households in the 65+ category.

Exhibit 43. Household Size by Age Category, Troutdale, 2013–2017

Source: U.S. Census Bureau, 2013–2017 ACS 5-year estimates, Table B25116.

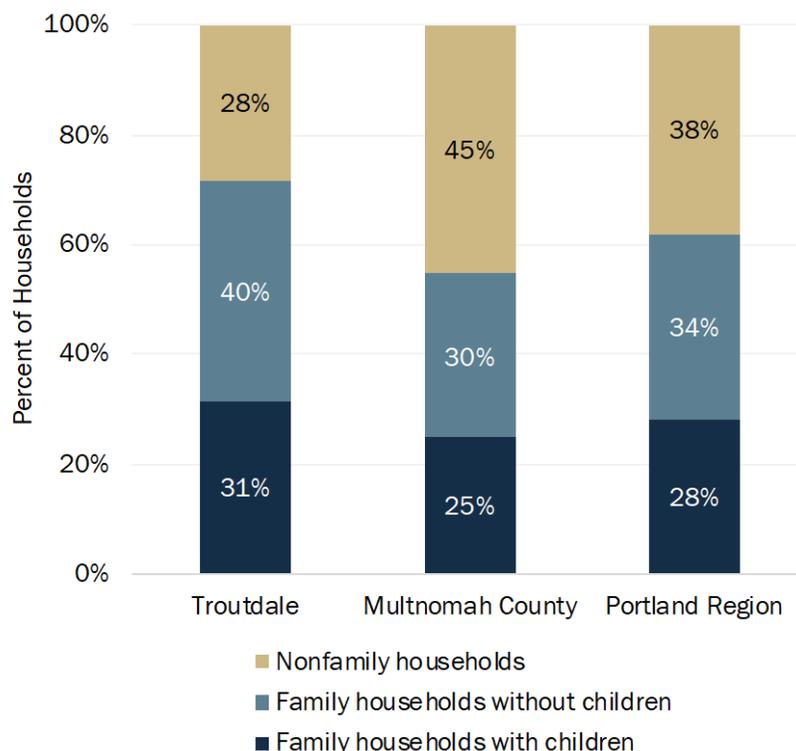


Over the 2013–2017 period, Troutdale had a household composition that differed from that of Multnomah County and the Portland region. Troutdale had the smallest share of nonfamily households (i.e., 1-person households and households composed of roommates) and the largest share of family households with children relative to comparison geographies.

Close to one-third of Troutdale’s households were family households with children.

Exhibit 44. Household Composition, Troutdale, Multnomah County, and Portland Region, 2013–2017

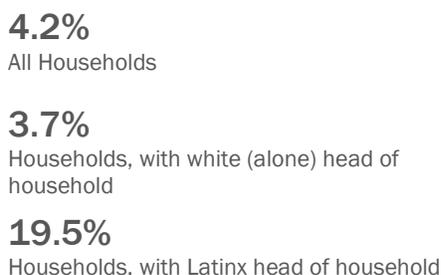
Source: U.S. Census Bureau, 2013–2017 ACS 5-year estimate, Table DP02.



Households with a Latinx head of household were more likely to have more than one occupant per room relative to all households in Troutdale during the 2013–2017 period.

Exhibit 45. Households with One or More Occupants per Room, Troutdale, 2013–2017

Source: U.S. Census Bureau, 2013–2017 ACS 5-year estimate, Table B25014.



Income of Troutdale Residents

Income is one of the key determinants in housing choice and households’ ability to afford housing. Income for residents living in Troutdale was higher than Multnomah County’s and the state’s median incomes but below that of the other two Portland region counties, Clackamas County and Washington County.

This section shows the following trends in income of Troutdale residents:

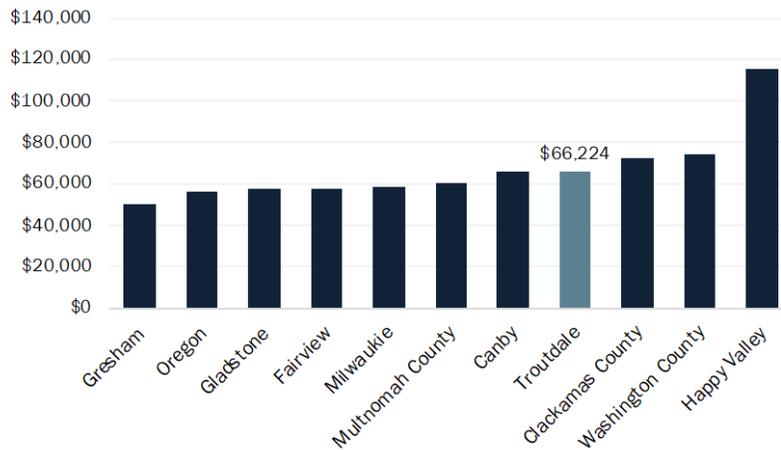
- **The median household income (MHI) in Troutdale is \$66,224.** This is higher than the MHI in Multnomah County and other cities near Troutdale, such as Gresham, Gladstone, Fairview, and Milwaukie.
- **Troutdale’s MHI has decreased since 2000, similar to trends across the region.** After adjusting for inflation, Troutdale’s MHI decreased by 23% since 2000. Other counties in the Portland region (Clackamas, Multnomah, and Washington Counties) also saw decreases of 7%, 3%, and 6%, respectively.

Over the 2013–2017 period, Troutdale’s median household income (MHI) was above that of Multnomah County’s but below Clackamas County’s, Washington County’s, and Happy Valley’s.

Troutdale’s MHI was \$5,855 above Multnomah County’s MHI (\$60,369), \$6,184 below Clackamas County’s MHI (\$72,408), \$7,809 below Washington County’s MHI (\$74,033), and \$49,494 below Happy Valley’s MHI (\$115,718).

Exhibit 46. Median Household Income, Troutdale, Multnomah County, and Comparison regions, 2013–2017

Source: U.S. Census Bureau, 2013–2017 ACS 5-year estimate, Table B25119.



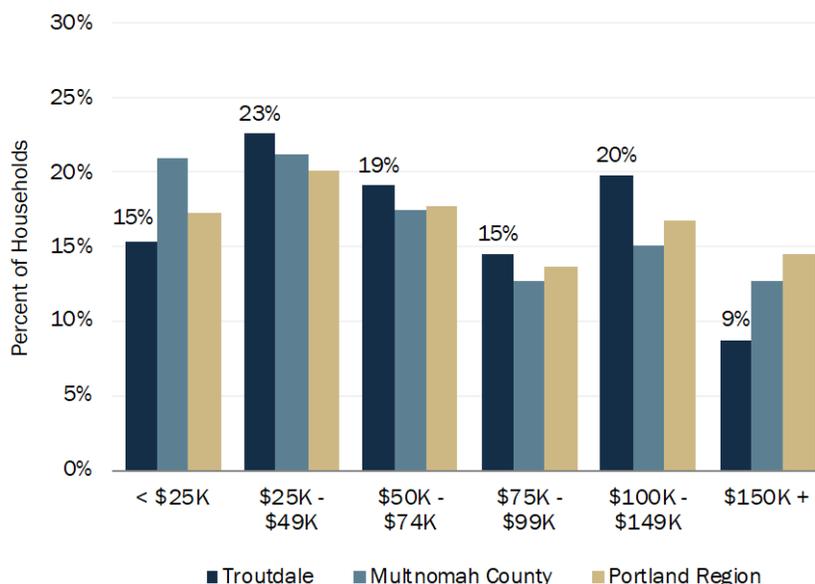
Troutdale had a comparable share of higher-earning households during the 2013–2017 period relative to Multnomah County and the Portland region.

About 38% of Troutdale’s households earned less than \$50,000 per year, compared to 42% of Multnomah County’s households and 37% of the Portland region’s households.

About 43% of Troutdale’s households earned \$75,000 or more per year, compared to 41% of Multnomah County’s households and 45% of the Portland region’s households.

Exhibit 47. Household Income, Troutdale, Multnomah County, and the Portland Region, 2013–2017

Source: U.S. Census Bureau, 2013–2017 ACS 5-year estimate, Table B19001.



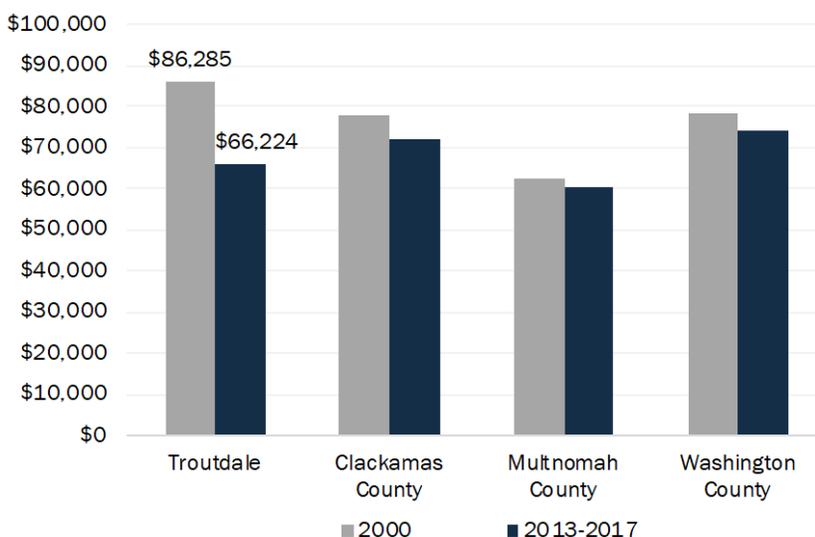
After adjusting for inflation, Troutdale’s median household income (MHI) decreased by about 23%, from \$86,285 in 1999 to \$66,224 in the 2013–2017 period.

In this same time, Clackamas County’s MHI decreased by 7%, Multnomah County’s MHI decreased by 3%, and Washington County’s MHI decreased by 6%.

Exhibit 48. Change in Median Household Income (Inflation-Adjusted 2017 dollars), Troutdale, Clackamas County, Multnomah County, and Washington County, 2000 and 2013–2017

Source: U.S. Census Bureau, 2000 Decennial Census, Table HCT012; 2013–2017 ACS 5-year estimate, Table B25119; Bureau of Labor, CPI.

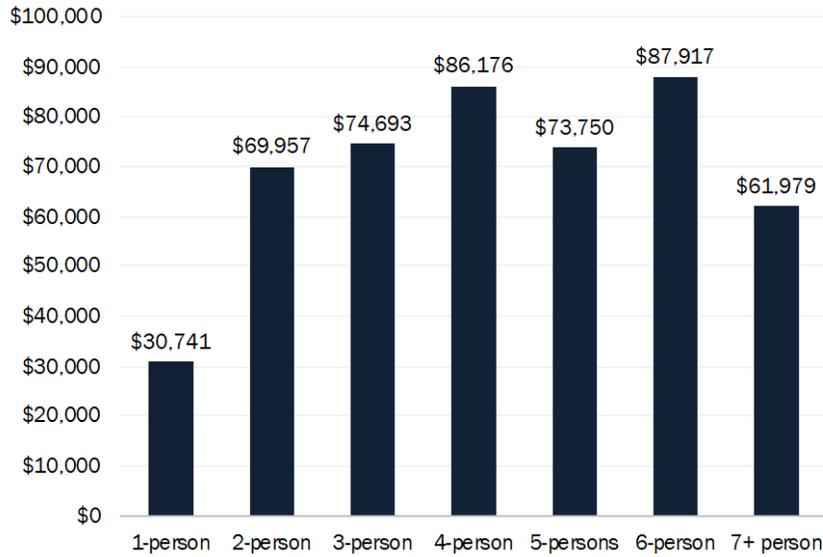
Note: Household income data reported by each household in the 2000 Decennial Census is from 1999, hence income estimates are inflation-adjusted from 1999 to 2017.



The median household income for a 4-person and 6-person household were close to two times the median household income for a 1-person household in Troutdale.

Exhibit 49. Median Household Income by Household Size, Troutdale, 2013–2017

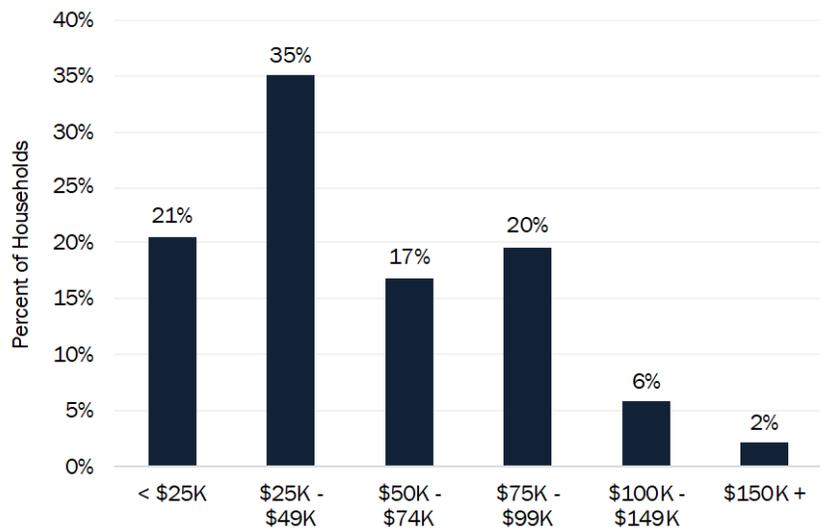
Source: U.S. Census Bureau, 2013–2017 ACS 5-year estimate, Table B19019.



The majority of Troutdale households with a Latinx head of household earned less than \$50,000 per year (56%).

Exhibit 50. Household Income by Latinx Head of Household, Troutdale, 2013–2017

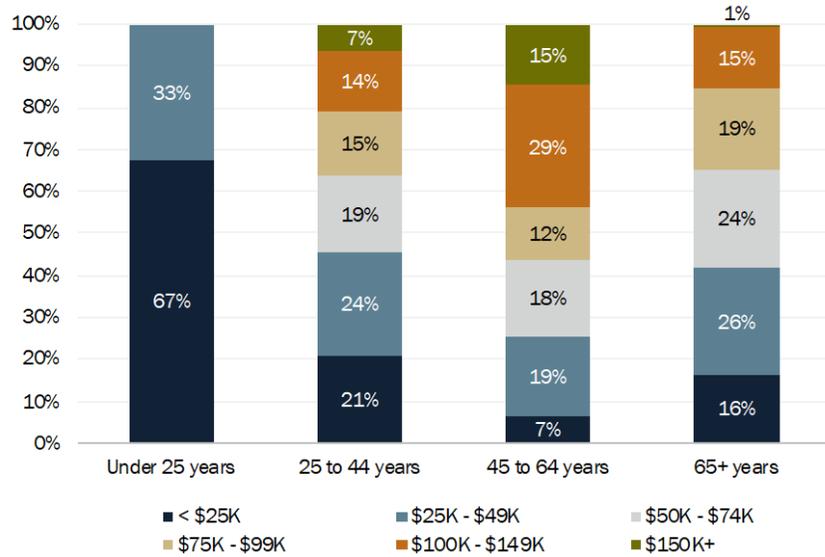
Source: U.S. Census Bureau, 2013–2017 ACS 5-year estimate, Table B19001I.



In the 2013–2017 period, 100% of Troutdale households with a householder 25 and younger earned less than \$50,000 per year, compared to 45% of households with a householder 25 to 44 years of age, and 42% of households with a householder 65 years and older.

Exhibit 51. Household Income by Age of Householder, Troutdale, 2013–2017

Source: U.S. Census Bureau, 2013–2017 ACS 5-year estimate, Table B19037.



Commuting Trends

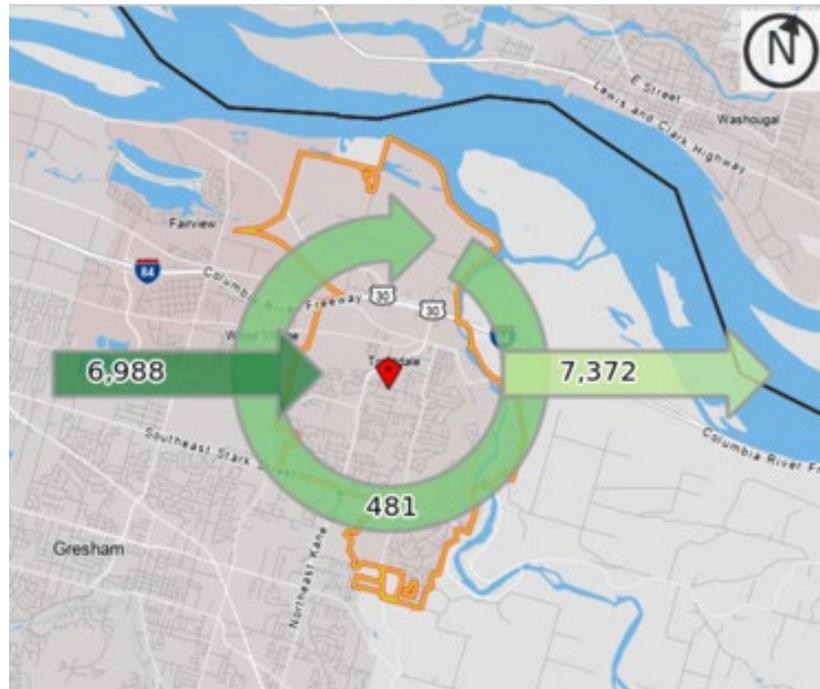
Troutdale is part of the complex, interconnected economy of the Portland region. Of the more than 7,400 people who work in Troutdale, 94% of workers commute into Troutdale from other areas, most notably Portland, Gresham, Vancouver, and Fairview. Nearly 7,400 residents of Troutdale commute out of the city for work, many of them to Portland.

Troutdale is part of an interconnected regional economy.

Nearly 7,000 people commuted into Troutdale for work, and nearly 7,400 people living in Troutdale commuted out of the city for work.

Exhibit 52. Commuting Flows, Troutdale, 2015

Source: U.S. Census Bureau, Census On the Map.



About 6% of people who worked at businesses located in Troutdale also lived in Troutdale.

The remainder commuted from Portland and other parts of the region.

Exhibit 53. Places Where Workers at Businesses in Troutdale Live, 2015

Source: U.S. Census Bureau, Census On the Map.



About 43% of Troutdale residents worked in Portland.

A little over 6% of Troutdale residents lived and worked in Troutdale.

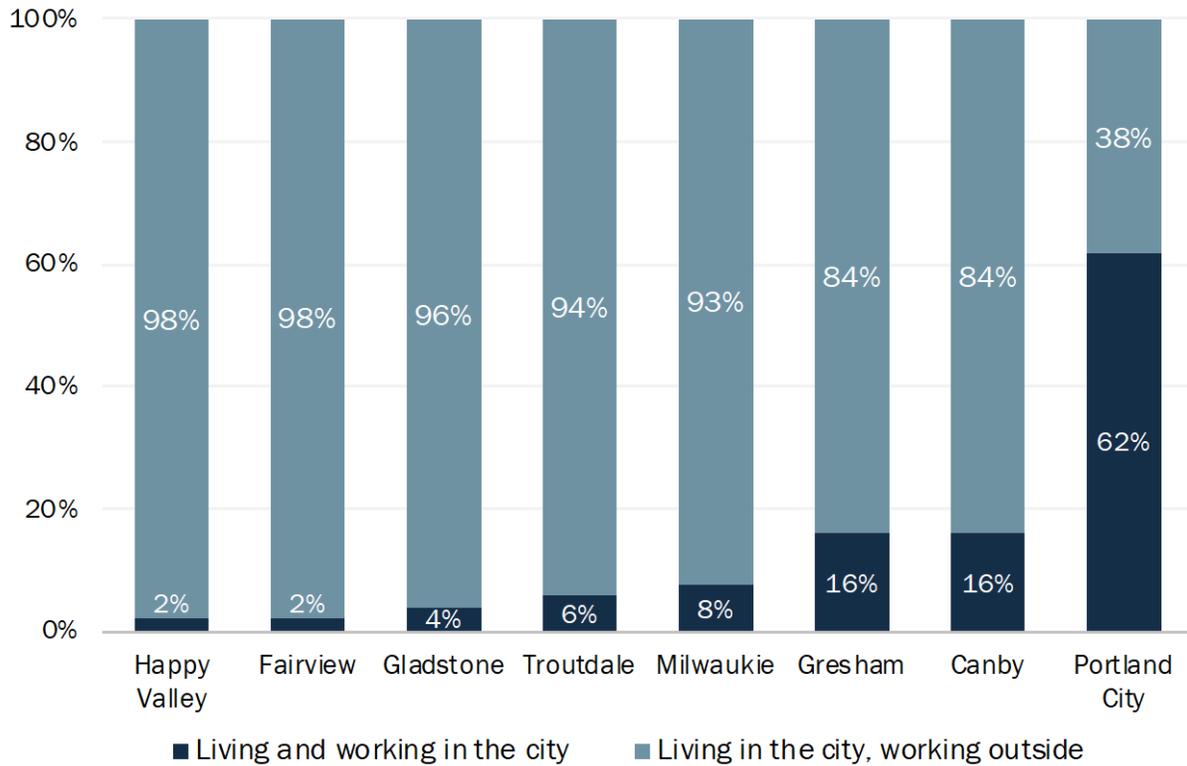
Exhibit 54. Places Where Troutdale Residents were Employed, 2015

Source: U.S. Census Bureau, Census On the Map.



Exhibit 55. Commuting Flows of Residents, Troutdale Relative to Comparison Geographies, 2015

Source: U.S. Census Bureau, Census On the Map.

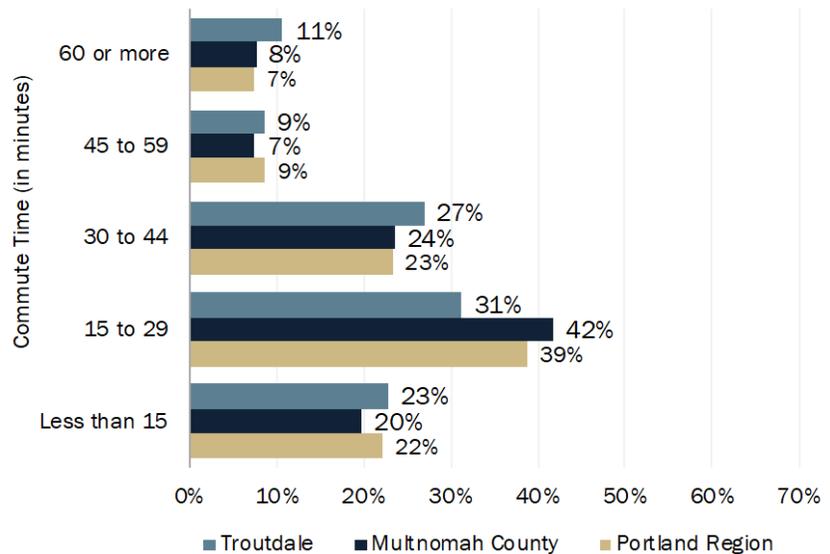


During the 2013–2017 period, the majority of Troutdale residents (54%) had a commute time that took less than 30 minutes.

Comparatively, 62% of Multnomah County residents and 61% of Portland region residents had a commute time of less than 30 minutes.

Exhibit 56. Commute Time by Place of Residence, Troutdale, Multnomah County, and the Portland Region, 2013–2017

Source: U.S. Census Bureau, 2013–2017 ACS 5-year estimate, Table B08303.



Regional and Local Trends Affecting Affordability in Troutdale

This section describes changes in sales prices, rents, and housing affordability in Troutdale. It uses cities in the region, such as Canby, Fairview, Gladstone, Gresham, Happy Valley, and Milwaukie as well as the three counties comprising the Portland region as comparisons.

Changes in Housing Costs

With a median sales price of \$355,000 in August 2019, Troutdale's housing sales were slightly higher than some comparison cities in this analysis, but below sales prices of other cities. Troutdale's housing prices grew along with comparison cities over the August 2015 to August 2019 analysis period. Between 2016 and 2019, sales of townhomes in Troutdale ranged from about \$220,000 to \$370,000, and sales of single-family detached homes on small lots (less than 5,000 square feet) ranged from \$225,000 to \$327,000.

The median home sales price in Troutdale in August 2019 was higher than Fairview and Gresham, but lower than Gladstone, Milwaukie, Canby, and Happy Valley.

Exhibit 57. Median Home Sale Price, Troutdale and Comparison Cities, August 2019

Source: Property Radar.

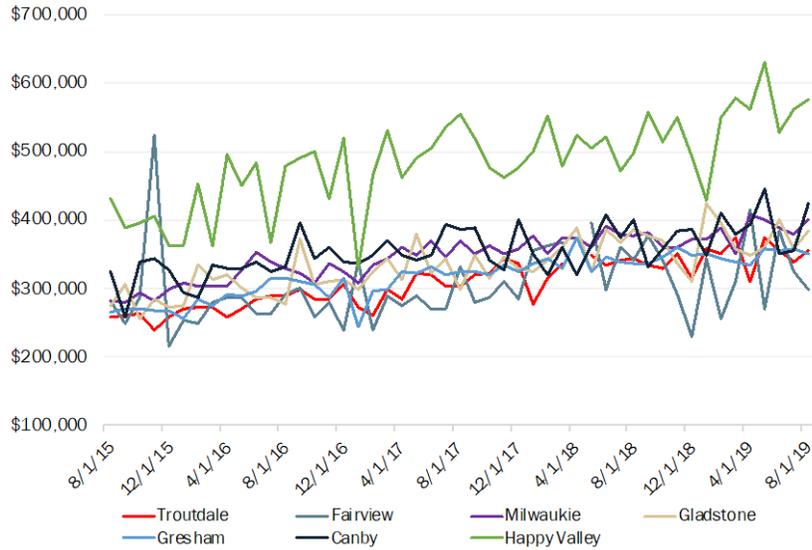


Between August 2015 and August 2019, home sales prices in Troutdale followed similar trends to other nearby cities, with the exception of Happy Valley.

Troutdale's sales price increased from \$259,000 in 2015 to \$355,000 in 2019, an increase of \$96,000 or 37%.

Exhibit 58. Median Home Sales Price, Troutdale and Comparison Cities, August 2015–August 2019

Source: Property Radar.



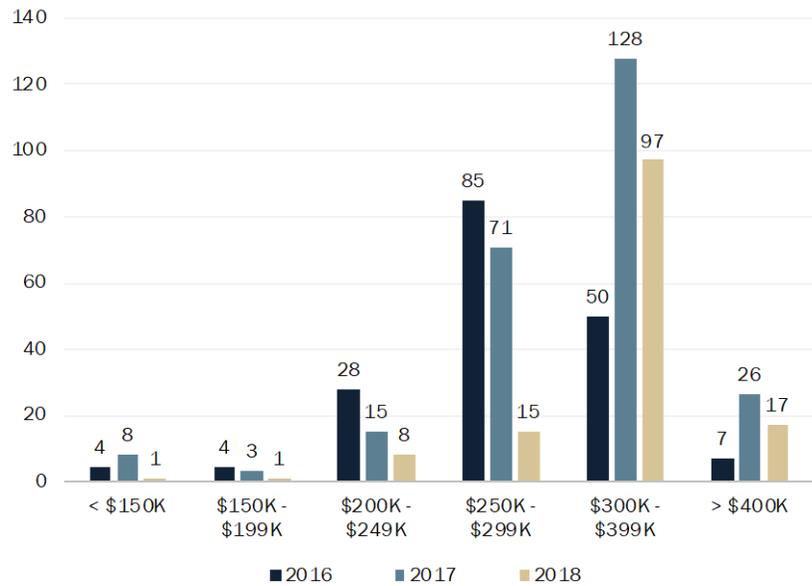
In 2017 to 2018, the largest share of homes sold in Troutdale were between \$300,000 and \$400,000.

The largest home sale category in 2016 was for homes priced between \$250,000 and \$300,000.

In 2017, 51% of Troutdale homes sold were between the price of \$300,000 and \$400,000. In 2018, the share of homes sold in this price category was 70%.

Exhibit 59. Distribution of Home Sale Prices, Troutdale, 2016–2018

Source: Property Radar.



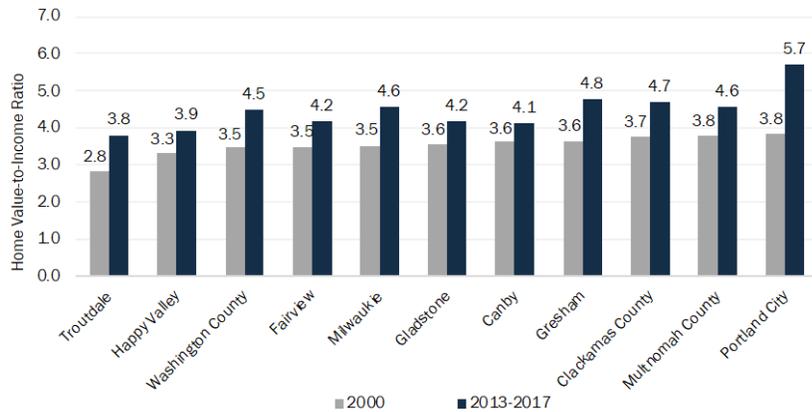
Since 2000, housing costs in Troutdale have increased faster than household incomes.

The household reported median value of a house in Troutdale was 2.8 times the median household income (MHI) in 2000 and 3.8 times MHI in 2013–2017.

The decline of housing affordability was most extreme in Gresham and Portland relative to Troutdale; however, Troutdale’s affordability decline was still one of the largest compared to all other cities during 2013–2017.

Exhibit 60. Ratio of Median Housing Value to Median Household Income, Troutdale, Clackamas County, Multnomah County, Washington County, and Comparison Cities, 2000 and 2013–2017³⁹

Source: U.S. Census Bureau, 2000 Decennial Census, Tables HCT012 and H085, and 2013–2017 ACS, Tables B19013 and B25077.



Rental Costs

Median multifamily rents in Troutdale and Multnomah County were about \$1,100 for the 2013–2017 period. The following charts show gross rent (which includes the cost of rent plus utilities) for Troutdale in comparison to Clackamas County, Multnomah County, Washington County, and the Portland region.

This section shows the following trends in rental costs of Troutdale residents:

- **The median gross rent in Troutdale is \$1,077.** This is below the median gross rent of each Portland region county.
- **Over 2013 to July 2019, the average asking rent for multifamily units increased by 31% in Troutdale.** This translates to an average growth rate of 4.6% per year. On a per square foot basis, the average asking rent for multifamily units in Troutdale increased from \$1.06 in 2013 to \$1.39 in July 2019.

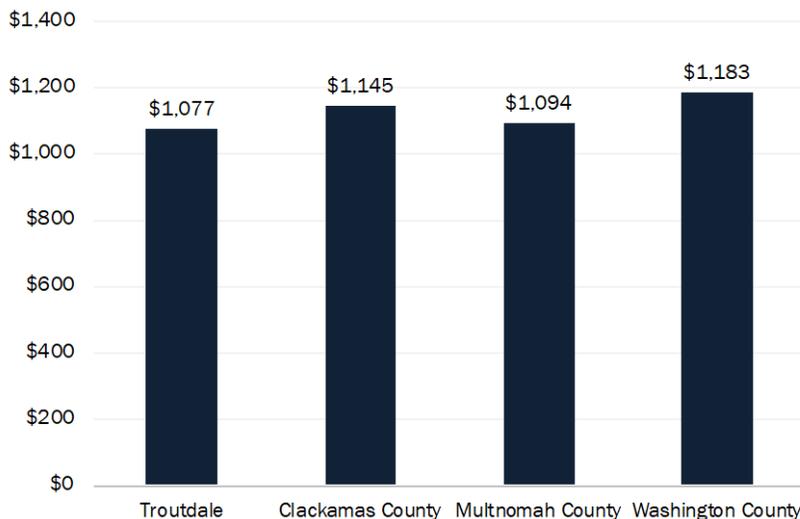
³⁹ This ratio compares the median value of housing in Troutdale (and other places) to the median household income. Inflation-adjusted median owner values in Troutdale increased from \$162,400 in 2000 to \$252,500 in 2013–2017. Over the same period, inflation-adjusted median income decreased from \$84,227 to \$66,224.

The median gross rent in Troutdale was \$1,077 in the 2013–2017 period.

Rent in Troutdale was comparable to that of Portland region counties. The largest rent difference was between Troutdale and Washington County at \$106.

Exhibit 61. Median Gross Rent, Troutdale, Clackamas County, Multnomah County, and Washington County, 2013–2017

Source: U.S. Census Bureau, 2013–2017 ACS 5-year estimate, Table B25064.

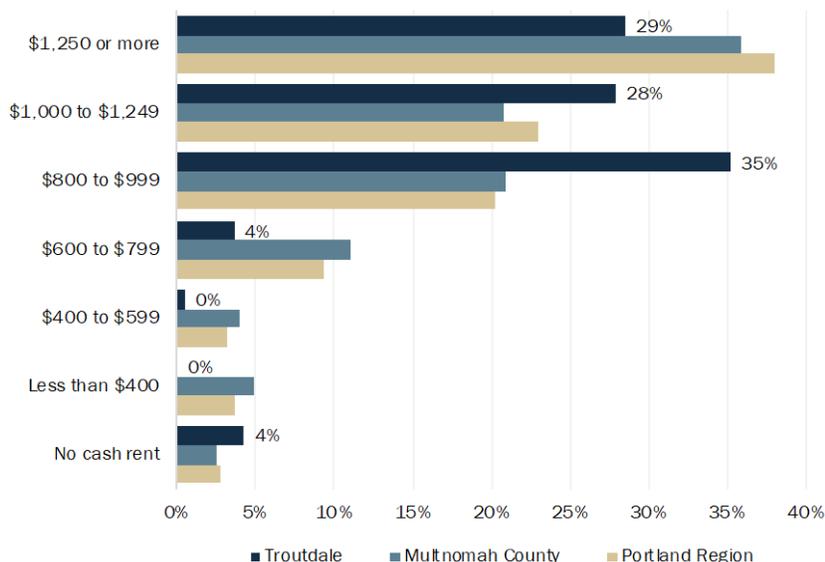


The majority of Troutdale renter households (57%) paid more than \$1,000 per month in rent.

At the higher end of gross rent paid at \$1,250 or more, the share of Troutdale residents paying this amount (29%) is below that of both Multnomah County (36%) and Portland region renters (38%).

Exhibit 62. Gross Rent, Troutdale, Multnomah County, and the Portland Region, 2013–2017

Source: U.S. Census Bureau, 2013–2017 ACS Table B25063.

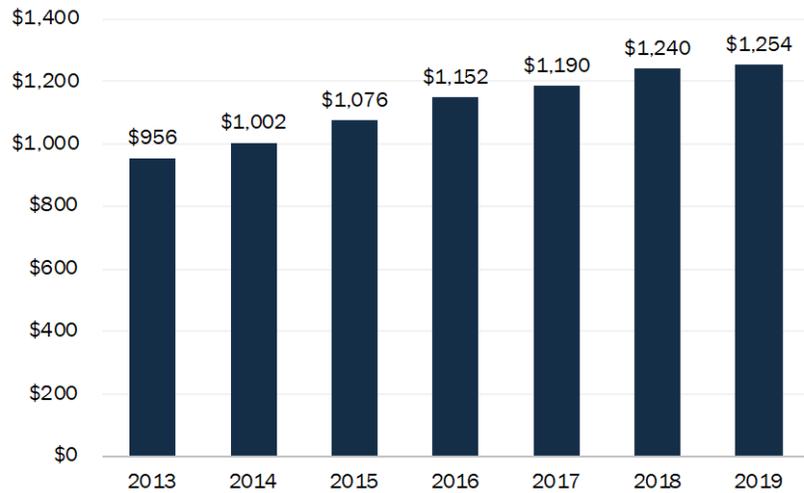


Troutdale's average asking multifamily rent per unit increased by \$298, from \$956 in 2013 to \$1,254 in July 2019.

In comparison, Multnomah County's average asking multifamily rent was higher than Troutdale's, at \$1,306 per unit in July 2019.

Exhibit 63. Average Asking Multifamily Rent Per Unit, Troutdale, 2013 through July 2019

Source: CoStar.

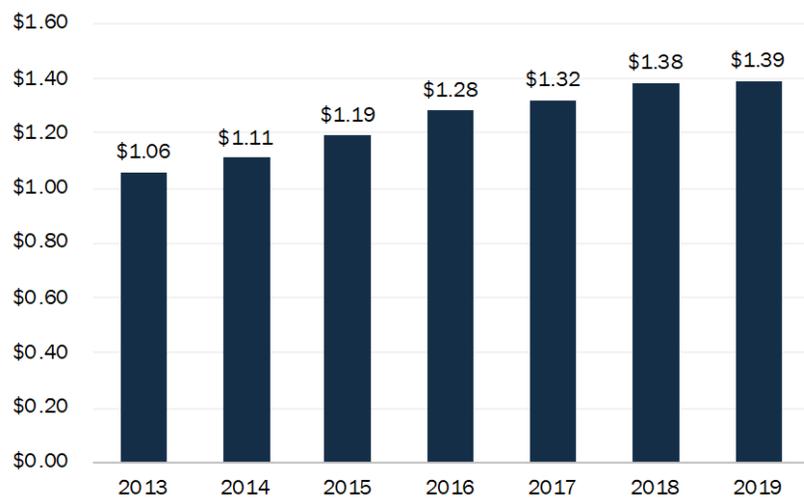


Troutdale's average asking multifamily rent per square foot has increased approximately 31% over 2013 to July 2019.

The average asking multifamily rent per square foot in Multnomah County was \$1.72, about \$0.33 higher than Troutdale in July 2019.

Exhibit 64. Average Asking Multifamily Rent per Square Foot, Troutdale, 2013 through July 2019

Source: CoStar.



Housing Affordability

A typical standard used to determine housing affordability is that a household should pay no more than a certain percentage of household income for housing, including payments and interest or rent, utilities, and insurance. The Department of Housing and Urban Development's guidelines indicate that households paying more than 30% of their income on housing experience "cost burden," and households paying more than 50% of their income on housing experience "severe cost burden." Using cost burden as an indicator is one method of determining how well a city is meeting the Goal 10 requirement to provide housing that is affordable to all households in a community.

About 38% of Troutdale's households (renters and homeowners) are cost burdened, of which 16% are severely cost burdened. About 58% of renter households (households who rent) are cost burdened, compared to 27% of homeowners (households who own their own home). Fifty-six percent of households in Troutdale are rent-burdened households.⁴⁰ Across all households, both renter-occupied and owner-occupied, Troutdale has a slightly smaller share of cost-burdened households than Multnomah County, but a slightly larger share of cost-burdened households than the Portland region.

This section shows the following trends in housing affordability for Troutdale residents:

- **More than one-third of all Troutdale households (renter and owner-occupied) were cost burdened in 2013–2017.** Relative to comparison cities, Troutdale has a higher cost-burden rate than Happy Valley, Canby, Milwaukie, and Fairview. Gresham and Gladstone have cost-burden rates higher than Troutdale.
- **Over the 2000 to 2013–2017 analysis period, the proportion of cost-burdened households in Troutdale grew.** Cost-burdened Troutdale households increased approximately six percentage points, from 32% in 2000 to 38% in 2013–2017.
- **Troutdale renters were more cost burdened than homeowners in 2013–2017.** More than half (58%) of Troutdale renters were cost burdened compared to about one-quarter (26%) of homeowners.
- **A family of four earning 100% of the median family income (MFI) in Multnomah County was \$87,900 in 2018.** Over half (54%) of Troutdale households were lower income earners, taking home incomes below 80% of the median.

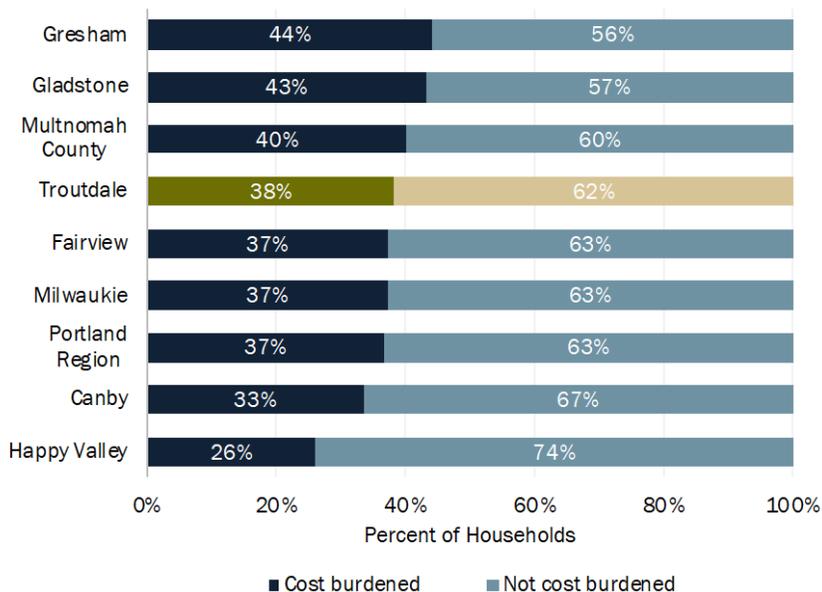
⁴⁰ Cities with populations greater than 10,000 residents are required, per HB 4006, to assess "rent burden" if more than 50% of renters are cost burdened. As of the 2013–2017 period, 56% of total renter households in Troutdale were cost burdened. Upon further assessment, we found that 38% of Troutdale's households (renters and homeowners) were cost-burdened renters (households that pay more than 30% of their income on housing).

Overall, about 38% of all households in Troutdale were cost burdened.

During the 2013–2017 period, Troutdale had a cost-burden rate comparable to Fairview (37%), Milwaukie (37%), the Portland region (37%), and Multnomah County (40%).

Exhibit 65. Housing Cost Burden, Troutdale, Multnomah County, the Portland Region, and Comparison Areas, 2013–2017

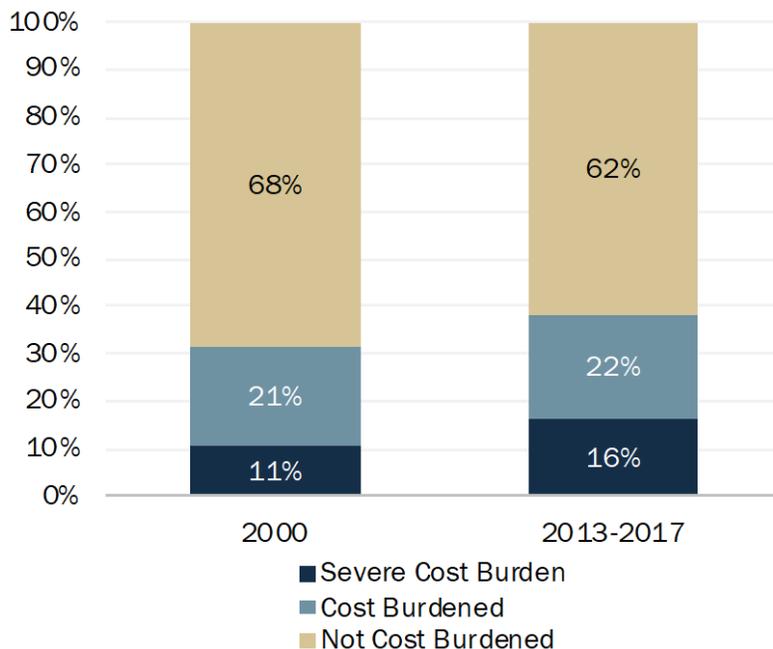
Source: U.S. Census Bureau, 2013–2017 ACS Tables B25091 and B25070.



From 2000 to the 2013–2017 period, the share of cost-burdened and severely cost-burdened households in Troutdale grew by 6 percentage points, from 32% in 2000 to 38% in 2013–2017.

Exhibit 66. Change in Housing Cost Burden, Troutdale, 2000 to 2013–2017

Source: U.S. Census Bureau, 2000 Decennial Census, Tables H069 and H094; 2013–2017 ACS Tables B25091 and B25070.

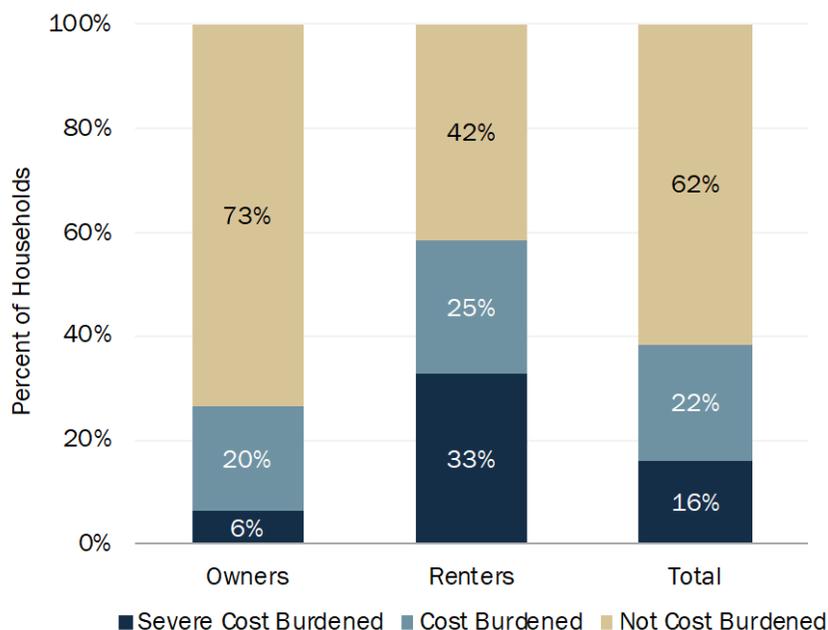


Troutdale renters were much more likely to be cost burdened than homeowners during the 2013–2017 period.

In the 2013–2017 period, about 58% of Troutdale’s renters were cost burdened or severely cost burdened, compared to 26% of homeowners.

Exhibit 67. Housing Cost Burden by Tenure, Troutdale, 2013–2017

Source: U.S. Census Bureau, 2013–2017 ACS Tables B25091 and B25070.

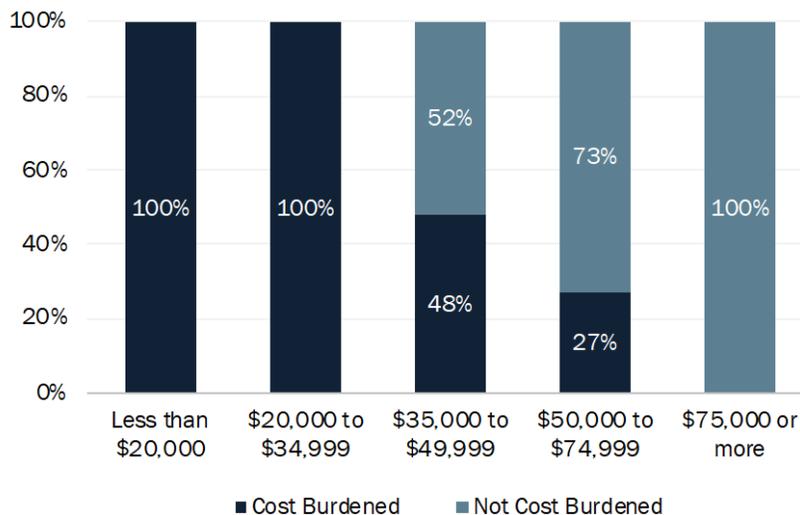


During the 2013–2017 period, all renter households earning less than \$35,000 per year were cost burdened.

Nearly half (48%) of all renter households earning between \$35,000 and \$50,000 per year were cost burdened.

Exhibit 68. Cost-Burdened Renter Households, by Household Income, Troutdale, 2013–2017

Source: U.S. Census Bureau, 2013–2017 ACS Table B25074.

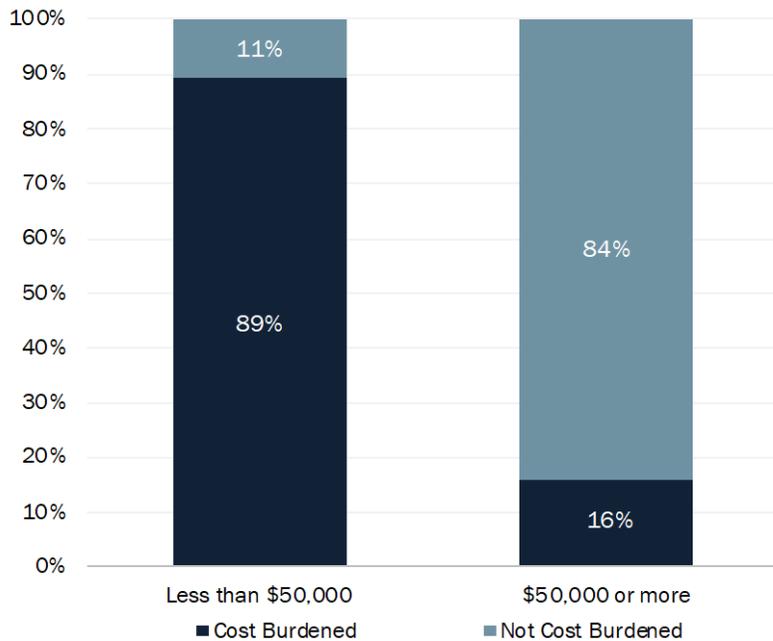


During the 2013–2017 period, 89% of owner households with a mortgage and earning less than \$50,000 per year were cost burdened.

About 16% of owner householders with a mortgage and earning \$50,000 or more were cost burdened.

Exhibit 69. Cost-Burdened Owner Households with a Mortgage by Household Income, Troutdale, 2013–2017

Source: U.S. Census Bureau, 2013–2017 ACS Table B25074.

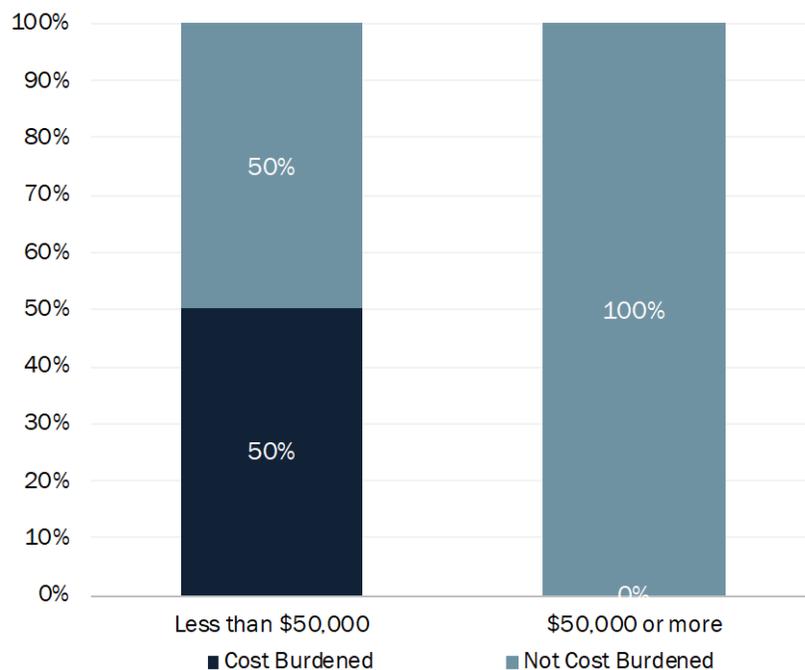


During the 2013–2017 period, all owner households without a mortgage and earning \$50,000 or more per year were not cost burdened.

About 50% of owner householders without a mortgage and earning less than \$50,000 were cost burdened.

Exhibit 70. Cost-Burdened Owner Households without a Mortgage by Household Income, Troutdale, 2013–2017

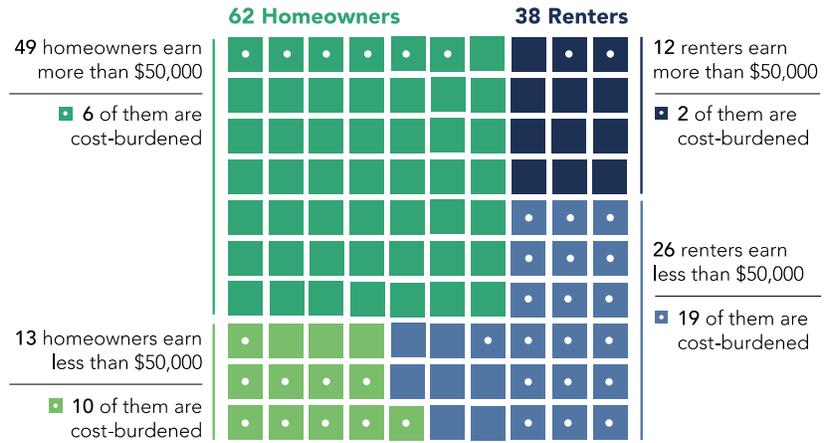
Source: U.S. Census Bureau, 2013–2017 ACS Table B25074.



If all of Troutdale's households were 100 residents, 26 households would be renters earning \$50,000 or less per year; 19 of these households (73%) would be cost burdened.

Exhibit 71. Illustration of Cost Burden: If All of Troutdale's Households were 100 Residents

Source: U.S. Census Bureau, 2013–2017 ACS Table S2503.



Another measure of cost burden is considering housing costs plus transportation costs. When examining housing and transportation cost burden, a household is considered cost burdened if they spend more than 45% of gross income on housing and transportation costs combined. Metro's 2014 *Metro Urban Growth Report* contains extensive analysis of housing and transportation cost burden.

Residents in the Gresham, Wood Village, Fairview, and Troutdale region spend approximately 44% of their household income on housing and transportation costs.

Compared to the Metro Region, Gresham, Wood Village, Fairview, and Troutdale residents spend about 5 percentage points more on housing and transportation costs.

Using Metro's definition for cost burdened, about 19% of households in Gresham, Wood Village, Fairview, and Troutdale are forecast to be cost burdened by 2035, four percentage points higher than the Metro region.

Exhibit 72. Average Cost of Transportation and Housing as a Percent of Income, Gresham, Wood Village, Fairview, and Troutdale, and the Metro Region, 2010

Source: 2014 Metro Urban Growth Report, Appendix 12.

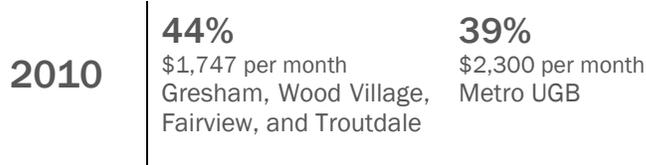
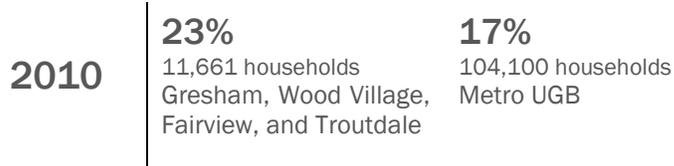


Exhibit 73. Percent of Households with Housing and Transportation Cost Burden, Gresham, Wood Village, Fairview, and Troutdale, and the Metro Region, 2010

Source: 2015 Metro Urban Growth Report, Appendix 12.



While cost burden is a common measure of housing affordability, it does have some limitations. Two important limitations are:

- A household is defined as cost burdened if the housing costs exceed 30% of their income, regardless of actual income. The remaining 70% of income is expected to be spent on nondiscretionary expenses, such as food or medical care, and on discretionary expenses. Households with higher incomes may be able to pay more than 30% of their income on housing without impacting the household’s ability to pay for necessary nondiscretionary expenses.
- Cost burden compares income to housing costs and does not account for accumulated wealth. As a result, the estimate of how much a household can afford to pay for housing does not include the impact of a household’s accumulated wealth. For example, a household of retired people may have relatively low income, but they may have accumulated assets (such as profits from selling another house) that allow them to purchase a house that would be considered unaffordable to them based on the cost-burden indicator.

Another way of exploring the issue of financial need is to review housing affordability at varying levels of household income.

Fair Market Rent for a two-bedroom apartment in Multnomah County was \$1,441 in fiscal year 2019.

Exhibit 74. HUD Fair Market Rent (FMR) by Unit Type, Multnomah County, Fiscal Year 2019

Source: U.S. Department of Housing and Urban Development.

\$1,131	\$1,234	\$1,441	\$2,084	\$2,531
Studio	1-Bedroom	2-Bedroom	3-Bedroom	4-Bedroom

A household must earn at least \$27.71 per hour to afford a two-bedroom unit at Fair Market Rent (\$1,441) in Multnomah County.

Exhibit 75. Affordable Housing Wage, Multnomah County, Fiscal Year 2019

Source: U.S. Department of Housing and Urban Development; Oregon Bureau of Labor and Industries.

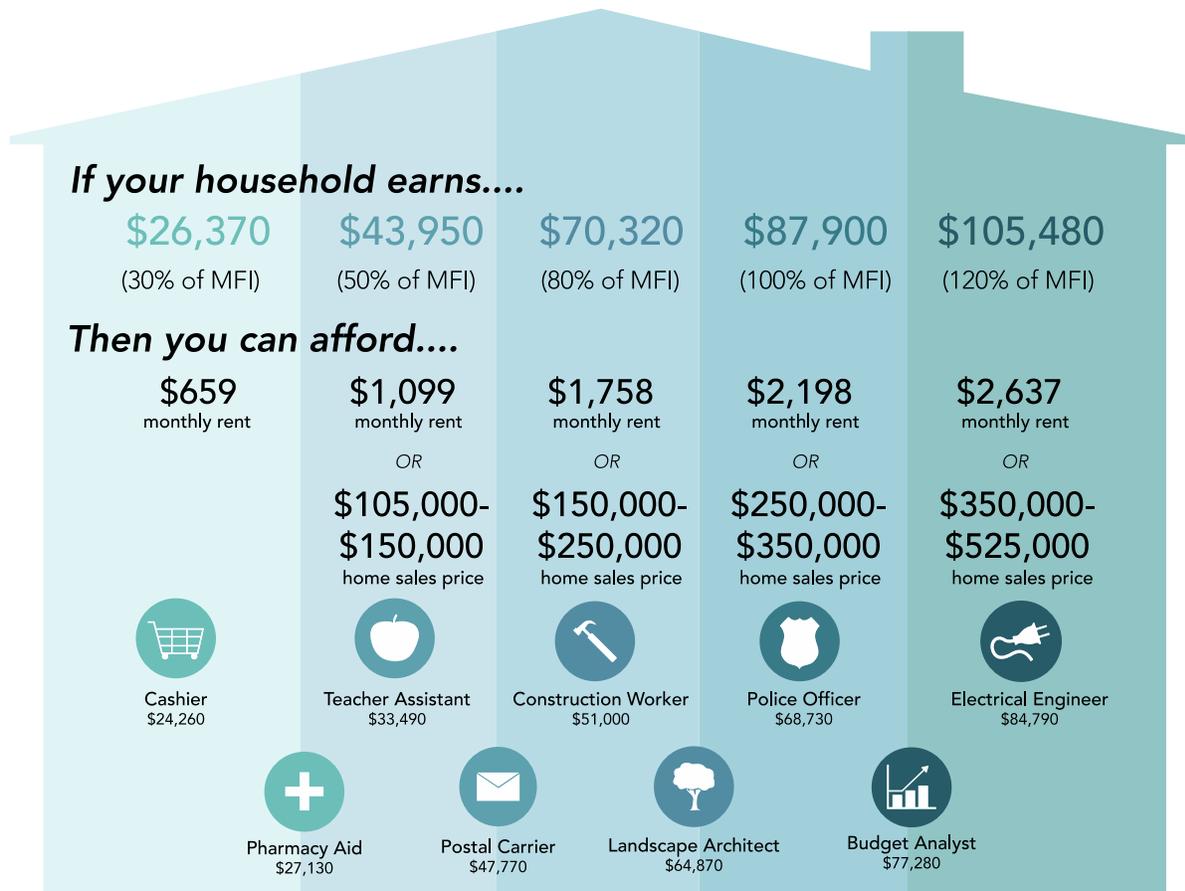
\$27.71 per hour

Affordable housing wage for two-bedroom unit in Multnomah County

Exhibit 76 shows housing affordability by median family income (MFI). A household of four people earning 100% of median family income in Multnomah County (about \$87,900 per year)⁴¹ can afford a monthly rent of about \$2,198, or a home roughly valued between \$250,000 and \$350,000.

Exhibit 76. Financially Attainable Housing, by Median Family Income (MFI) for a Family of Four for Multnomah County (\$87,900), Troutdale, 2018

Source: U.S. Department of Housing and Urban Development, Multnomah County, Fiscal Year 2019. Bureau of Labor Services, 2017, for Portland MSA.



⁴¹ The median family income is for the Portland-Vancouver-Hillsboro metropolitan area. It includes Multnomah, Washington, and Clackamas Counties in Oregon and Clark County in Washington.

Exhibit 77 shows the percentage and number of households in Troutdale by the MFI categories shown in Exhibit 76.

About 32% of Troutdale’s households had incomes less than \$43,950 (50% MFI) and cannot afford a two-bedroom apartment at Multnomah County’s Fair Market Rent (FMR) of \$1,441.

Exhibit 77. Share of Households, by Median Family Income (MFI) for Multnomah County (\$87,900), Troutdale, 2018

Source: U.S. Department of Housing and Urban Development, Multnomah County, Fiscal Year 2019; U.S. Census Bureau, 2013–2017 ACS Table 19001.

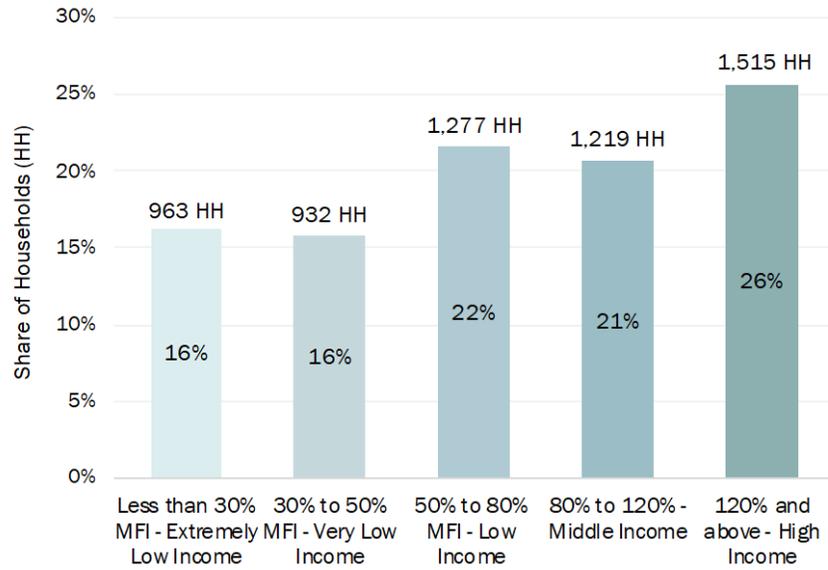


Exhibit 78 illustrates the types of financially attainable housing by income level in Multnomah County. Generally speaking, lower-income households will be renters occupying existing housing. Newly built housing will be a combination of renters (most likely in multifamily housing) and homeowners. The types of housing affordable for the lowest-income households is limited to subsidized housing, manufactured housing, lower-cost single-family housing, and multifamily housing (apartments). The range of financially attainable housing increases with increased income.

Exhibit 78. Types of Financially Attainable Housing by Median Family Income (MFI) for Multnomah County (\$87,900), Troutdale, 2018

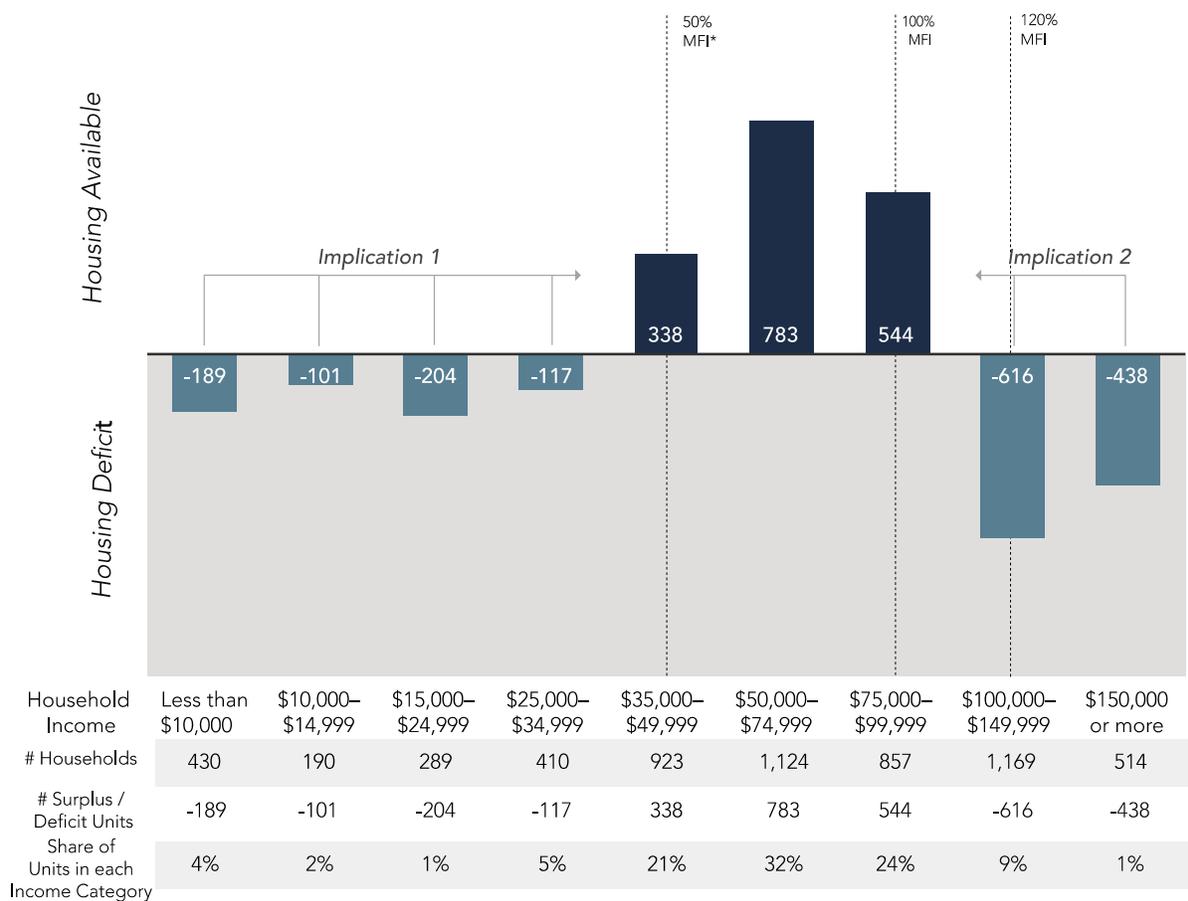
Source: U.S. Department of Housing and Urban Development, Multnomah County, Fiscal Year 2019.



Exhibit 79 compares the number of households by income with the number of units affordable to those households in Troutdale. Troutdale currently has a deficit of housing affordable to households earning less than \$35,000. The types of housing that Troutdale has a deficit of are more affordable housing types such as government-subsidized housing, multifamily products, and more affordable single-family homes (e.g., tiny homes, cottages, manufactured housing). Troutdale also shows a need for higher-amenity housing types for households earning more than \$100,000 per year or more. Higher-amenity housing types include single-family detached housing, single-family attached housing (e.g., townhomes and row houses), and higher-end multifamily products (including condominiums).

Exhibit 79. Affordable Housing Costs and Units by Income Level, Troutdale, 2018

Source: U.S. Census Bureau, 2013–2017 ACS. Note: MFI is median family income, determined by HUD for the Portland MSA. Portland MSA's MFI in 2018 was \$81,400.



*Median Family Income for a family of four.

Implication 1

Some lower-income households live in housing that is more expensive than they can afford because affordable housing is not available. These households are cost burdened.

Implication 2

Some higher-income households choose housing that costs less than they can afford. This may be the result of the household's preference or it may be the result of a lack of higher-cost and higher-amenity housing that would better suit their preferences.

Summary of the Factors Affecting Troutdale's Housing Needs

The purpose of the analysis thus far has been to provide background on the kinds of factors that influence housing choice. While the number and interrelationships among these factors ensure that generalizations about housing choice are difficult to make and prone to inaccuracies, it is a crucial step to informing the types of housing that will be needed in the future.

There is no question that age affects housing type and tenure. Mobility, the ability to move freely and easily from one community to another, is substantially higher for people aged 20 to 34. On average, people in that age group will also have less income than people who are older, and they are less likely to have children. These factors mean that younger households are much more likely to be renters, and renters are more likely to be in multifamily housing.

The data illustrates what more detailed research has shown and what most people understand intuitively: life cycle and housing choice interact in ways that are predictable in the aggregate; age of the household head is correlated with household size and income; household size and age of household head affect housing preferences; and income affects the ability of a household to afford a preferred housing type. The connection between socioeconomic and demographic factors and housing choice is often described informally by giving names to households with certain combinations of characteristics: the "traditional family," the "never-marrieds," the "dinks" (dual-income, no kids), and the "empty-nesters."⁴² Thus, simply looking at the long wave of demographic trends can provide good information for estimating future housing demand.

Still, one is ultimately left with the need to make a qualitative assessment of the future housing market. The following is a discussion of how demographic and housing trends are likely to affect housing in Troutdale over the next 20 years:

- **Growth in housing will be driven by growth in households.** The number of households in Troutdale's city limits is forecast to grow from 5,824 households to 6,544 households, an increase of 720 households between 2020 and 2040.⁴³
- **Housing affordability is a growing challenge in Troutdale.** It is a challenge in most of the region in general, and Troutdale is affected by these regional trends. Troutdale is, along with Gresham, where some of the relatively affordable housing is located within the Portland region. As a result, Troutdale has a higher concentration of lower-income households than more affluent communities in the Portland region. Even so, housing prices are increasing faster than incomes in Troutdale and across the Portland region, which is consistent with state and national challenges. About 22% of the City's housing stock (22%) is multifamily housing, but over half of renter households are cost

⁴² See *Planning for Residential Growth: A Workbook for Oregon's Urban Areas* (June 1997).

⁴³ This forecast is based on Metro's 2040 *Population Distributed Forecast* (2016) for Troutdale from 2015 (extrapolated to 2020) to 2040 period, shown in Exhibit 27.

burdened. Troutdale's key challenge over the next 20 years is providing opportunities for development of relatively affordable housing of all types, such as lower-cost single-family housing, townhouses and duplexes, market-rate multifamily housing, and government-subsidized affordable housing.

- **Without substantial changes in housing policy, on average, future housing will look a lot like past housing.** That is the assumption that underlies any trend forecast, and one that is important when trying to address demand for new housing.

The City's residential policies can impact the amount of change in Troutdale's housing market, to some degree. If the City adopts policies to increase opportunities to build smaller-scale single-family and multifamily housing types (particularly single-family attached that is comparatively affordable to moderate-income households), a larger percentage of new housing developed over the next 20 years in Troutdale may begin to address the City's needs. Examples of policies that the City could adopt to achieve this outcome include allowing a wider range of housing types (e.g., duplexes or townhouses) in single-family zones, ensuring that there is sufficient land zoned to allow single-family attached and multifamily housing development, supporting development of government-assisted affordable housing and encouraging multifamily residential development in downtown.

The degree of change in Troutdale's housing market, however, will depend on market demand for these types of housing in Multnomah County. Troutdale is starting to see development of more multifamily and attached single-family housing, as illustrated by the ongoing development shown in Exhibit 1.

- **If the future differs from the past, it is likely to move in the direction, on average, of smaller units and more diverse housing types.** Most of the evidence suggests that the bulk of the change will be in the direction of smaller average house and lot sizes for single-family housing. This includes providing opportunities for the development of smaller single-family detached homes, townhomes, and multifamily housing.

Key demographic and economic trends that will affect Troutdale's future housing needs are (1) the aging of Baby Boomers, (2) the aging of Millennials, and (3) the continued growth in the Latinx population.

- *The Baby Boomer's population is continuing to age.* By 2040, people 60 years and older will account for 22% of the population in Multnomah County (up from 19% in 2020). The changes that affect Troutdale's housing demand as the population ages are that household sizes and homeownership rates decrease. The majority of Baby Boomers are expected to remain in their homes as long as possible, downsizing or moving when illness or other issues cause them to move. Demand for specialized senior housing, such as age-restricted housing or housing in a continuum of care from independent living to nursing home care, may grow in Troutdale.

- *Millennials will continue to form households and make a variety of housing choices.* As Millennials age and form households, generally speaking, their household sizes will increase, and their homeownership rates will peak by about age 55. Between 2020 and 2040, Millennials (and the generation after) will be a key driver in demand for housing for families with children. The ability to attract Millennials will depend on the City's availability of affordable renter and ownership housing. It will also depend on the location of new housing in Troutdale, as many Millennials prefer to live in more urban environments.⁴⁴ The decline in homeownership among the Millennial generation has more to do with financial barriers rather than the preference to rent.⁴⁵
- *Latinx population will continue to grow.* The U.S. Census projects that by about 2040, the Latinx population will account for one-quarter of the nation's population. The share of the Latinx population in the western United States is likely to be higher. The Latinx population currently accounts for about 14% of Troutdale's population. In addition, the Latinx population is generally younger than the U.S. average, with many Latinx people belonging to the Millennial generation.

The Latinx population growth will be an important driver in growth of housing demand, both for owner and renter-occupied housing. Growth in the Latinx population will drive demand for housing for families with children. Given the lower income for Latinx households, especially first-generation immigrants, growth in this group will also drive demand for affordable housing, both for ownership and renting.⁴⁶

⁴⁴ Choi, Hyun June; Zhu, Jun; Goodman, Laurie; Ganesh, Bhargavi; Stochak, Sarah. (2018). Millennial Homeownership, Why is it So Low, and How Can We Increase It? Urban Institute. https://www.urban.org/research/publication/millennial-homeownership/view/full_report

⁴⁵ *Ibid.*

⁴⁶ The following articles describe housing preferences and household income trends for Latinx families, including differences in income levels for first, second, and third generation households. In short, Latinx households have lower median income than the national averages. First and second generation Latinx households have median incomes below the average for all Latinx households. Latinx households have a strong preference for homeownership, but availability of mortgages and availability of affordable housing are key barriers to homeownership for this group.

Pew Research Center. *Second-Generation Americans: A Portrait of the Adult Children of Immigrants*, February 7, 2012.

National Association of Hispanic Real Estate Professionals. *2014 State of Hispanic Homeownership Report*, 2014.

In summary, an aging population, increasing housing costs (although lower than the region), housing affordability concerns for Millennials and the Latinx population, and other variables are factors that support the need for a broader array of housing choices. Growth of retirees will drive demand for small single-family detached houses and townhomes for homeownership, townhome and multifamily rentals, age-restricted housing, and assisted-living facilities. Growth of Millennials and the Latinx population will drive demand for affordable housing types, including demand for affordable single-family units (many of which may be ownership units), affordable multifamily units (many of which may be rental units), and dwellings with a larger number of bedrooms.

- **No amount of analysis is likely to make the distant future completely certain: the purpose of the housing forecasting in this study is to get an approximate idea about the future (so policy choices can be made today).** Economic forecasters regard any economic forecast more than three (or at most five) years out as highly speculative. At a year, one is protected from being disastrously wrong by the sheer inertia of the economic machine. A variety of factors or events could, however, cause growth forecasts to be substantially different.

5. Housing Need in Troutdale

Project New Housing Units Needed in the Next 20 Years

The results of the Housing Needs Analysis are based on (1) Metro’s official household forecast for growth in Troutdale over the 20-year planning period, (2) information about Troutdale’s housing market relative to Multnomah County and the Portland region, and (3) the demographic composition of Troutdale’s existing population and expected long-term changes in the demographics of Multnomah County.

Forecast for Housing Growth

A 20-year household forecast (in this instance for 2020 to 2040) is the foundation for estimating needed new dwelling units. The forecast for Troutdale is based on Metro’s 2040 Household Distributed Forecast, 2016 and Metro’s 2040 TAZ Forecast for households, 2015. Troutdale city limits will grow from 5,824 households in 2020⁴⁷ to 6,544 households in 2040, an increase of 720 households.⁴⁸

To accommodate new households, Exhibit 80 shows that Troutdale will have demand for 720 new dwelling units over the 20-year period, with an annual average of 36 dwelling units.

Exhibit 80. Forecast of Demand for New Dwelling Units, Troutdale City Limits, 2020 to 2040

Source: Metro’s 2040 Household Distributed Forecast, July 12, 2016. Calculations by ECONorthwest. Note: DU is dwelling unit.

	New DU City Limits
Household Forecast 2020	5,824
Household Forecast 2040	6,544
Total New Dwelling Units (2020-2040)	720
Annual Average of New Dwelling Units	36

⁴⁷ Metro’s 2040 Household Distributed Forecast shows that in 2015, the Troutdale city limits had 5,657 households. The Metro forecast shows Troutdale growing to 6,544 households in 2040, an average annual growth rate of 0.58% for the 25-year period. Using this growth rate, ECONorthwest extrapolated the forecast to 2020 (5,824 households).

⁴⁸ This forecast is based on Troutdale city limits’ official household forecast from Metro for the 2020 to 2040 period.

Housing Units Needed Over the Next 20 Years

Exhibit 80 presents a forecast of new housing in Troutdale for the 2020 to 2040 period. This section determines the needed mix and density for the development of new housing developed over this 20-year period in Troutdale.

Exhibit 81 shows that over the next 20-years, the need for new housing developed in Troutdale will generally include a wider range of housing types across the affordability spectrum. This conclusion is consistent with housing need in the Portland region and most cities across the state. This conclusion is based on the following information, found in Chapter 3 and 4 of this report.

- Troutdale's housing mix is predominately single-family detached and multifamily. In the 2013–2017 period, 72% of Troutdale's housing was single-family detached, 22% was multifamily, and 6% was single-family attached. In comparison, the mix of housing for the entire Portland region was 63% single-family detached, 32% multifamily, and 5% single-family attached.
- Demographic changes across the Portland region (and in Troutdale) suggest increases in demand for single-family attached housing and multifamily housing. The key demographic trends that will affect Troutdale's future housing needs are the aging of Baby Boomers, household formation of Millennial households, and growth of Latinx households.
- Troutdale households have incomes higher than those for the Portland region. Troutdale's median household income was \$66,224 about \$5,855 higher than Multnomah County's median.
- Approximately 38% of Troutdale households earn less than \$50,000 per year, compared to 42% in Multnomah County and 37% in the Portland region.
- About 38% of Troutdale's households are cost burdened (paying 30% or more of their household income on housing costs), compared to 37% of households in the Portland region and 40% in Multnomah County.⁴⁹ About 58% of Troutdale's renters are cost burdened and about 26% of Troutdale's homeowners are cost burdened.
- About 38% of Troutdale's households are renters, 57% of whom live in multifamily housing. Median rents in Troutdale are \$1,077 per month, compared to the \$1,094 median rent for Multnomah County as a whole.

A household earning 50% of Troutdale's median household income (\$43,950) could afford about \$1,099 per month in rent. A household with a median income in Troutdale (\$87,900) could afford \$2,198 rent per month, compared with the median gross rent of \$1,077. About 22% of Troutdale's housing stock is multifamily, compared to 35% of the

⁴⁹ The Department of Housing and Urban Development's guidelines indicate that households paying more than 30% of their income on housing experience "cost burden," and households paying more than 50% of their income on housing experience "severe cost burden."

housing in the Portland region. This relatively small amount of multifamily housing limits opportunities for people to rent housing in Troutdale.

- Troutdale needs more affordable housing types for homeowners and renters. A household earning 100% of Troutdale’s median family income of \$87,900 could afford about \$2,198 per month in rent, compared with the median gross rent of about \$1,077. This household could afford to own a home roughly valued at \$307,650, which is less than the median home sales price of about \$355,000 in Troutdale.

While a household could begin to afford Troutdale median rents at about 50% of Troutdale’s median family income, the rates of cost burden among renters suggest that Troutdale does not have a sufficient number of affordable rental units. A household can start to afford median home sales prices at about 80% of Troutdale’s median household income.

These factors suggest that Troutdale needs a broader range of housing types with a wider range of price points than are currently available in Troutdale’s housing stock. This includes providing opportunity for the development of housing types such as single-family detached housing (e.g., small homes like cottages or small-lot detached units, traditional detached homes, and high-amenity detached homes), townhouses, and multifamily products (duplexes, triplexes, quadplexes, and apartments and condominiums).

Exhibit 81 shows the forecast for housing growth in the Troutdale city limits during the 2020 to 2040 period. The projection is based on the following assumptions:

- Troutdale’s official forecast for population growth shows that the city will add 720 households over the 20-year period. Exhibit 81 shows Metro’s forecast for growth of 720 new dwelling units over the 20-year planning period.
- The assumptions about the mix of housing in Exhibit 81 are consistent with the requirements of OAR 660-007⁵⁰:
 - **About 50% of new housing will be single-family detached**, a category which includes manufactured housing. In 2013–2017, 72% of Troutdale’s housing was single-family detached.
 - **Nearly 15% of new housing will be single-family attached**. In 2013–2017, 6% of Troutdale’s housing was single-family attached.
 - **About 17% of new housing will be duplexes, triplexes, or quadplexes**. In 2013–2017, 4% of Troutdale’s housing was multifamily with less than 5 units.
 - **About 18% of new housing will be multifamily (5+ units)**. In 2013–2017, 18% of Troutdale’s housing was multifamily with more than 5 units.

⁵⁰ OAR 660-007-0030(1) requires that most Metro cities “provide the opportunity for at least 50 percent of new residential units to be attached single family housing or multiple family housing.”

Troutdale will have demand for 720 new dwelling units over the 20-year period, 50% of which will be single-family detached housing.

Exhibit 81. Forecast of Demand for New Dwelling Units, Troutdale City Limits, 2020 to 2040

Source: Calculations by ECONorthwest.

Variable	Mix of New Dwelling Units (2020-2040)
Needed new dwelling units (2020-2040)	720
Dwelling units by structure type	
Single-family detached	
Percent single-family detached DU	50%
equals Total new single-family detached DU	360
Single-family attached	
Percent single-family attached DU	15%
equals Total new single-family attached DU	108
Duplex, Triplex, Quadplex	
Percent duplex, triplex, quadplex	17%
Total new duplex, triplex, quadplex	122
Multifamily (5+ units)	
Percent multifamily (5+ units)	18%
Total new multifamily (5+ units)	130
equals Total new dwelling units (2020-2040)	720

The forecast of new units does not include dwellings that will be demolished and replaced. This analysis does not factor those units in; however, it assumes they will be replaced at the same site and will not create additional demand for residential land.

Exhibit 82 allocates needed housing to plan designations in Troutdale. The allocation is based, in part, on the types of housing allowed in the zoning designations in each plan designation.

Exhibit 82 shows:

- **Low-density (including LDR in the Urban Planning Area)** land will accommodate single-family detached housing, including manufactured houses. Low density will also accommodate duplexes, triplexes, quadplexes, cottage clusters, and townhouses based on the requirements of House Bill 2001.
- **Medium-density** land will accommodate single-family detached, single-family attached, and all types of multifamily housing.
- **High-density** land will accommodate all types of housing, with a larger proportion of multifamily housing types.
- **Commercial (CBD zone)** land will accommodate all types of housing, with a larger proportion of multifamily housing types.

Exhibit 82. Allocation of Needed Housing by Housing Type and Plan Designation, Troutdale City Limits, 2020 to 2040

Source: ECONorthwest.

Housing Type	Residential Plan Designations					Total
	Low Density	Medium Density	High Density	UPA LDR	Commercial	
Dwelling Units						
Single-family detached	122	115	30	88	5	360
Single-family attached	12	50	32	7	7	108
Duplex, triplex, quadplex	8	24	73	3	14	122
Multifamily (5+ units)	0	14	88	0	28	130
Total	142	203	223	98	54	720
Percent of Units						
Single-family detached	17%	16%	4%	12%	1%	50%
Single-family attached	2%	7%	4%	1%	1%	15%
Duplex, triplex, quadplex	1%	3%	10%	0%	2%	17%
Multifamily (5+ units)	0%	2%	12%	0%	4%	18%
Total	20%	28%	31%	14%	8%	100%

Exhibit 83 presents assumptions about future housing density based on historical densities in Troutdale shown in Exhibit 14. Exhibit 83 converts between net acres and gross acres⁵¹ to account for land needed for rights-of-way by plan designation in Troutdale, based on Metro’s methodology of existing rights-of-way.⁵²

- **Low-density residential:**⁵³ Average density in this plan designation was historically 5.1 dwelling units per gross acre in tax lots smaller than 0.38 acres, and no land is needed for rights-of-ways based on Metro’s assumptions. For lots between 0.38 and 1.0 acres the future density will be 4.6 dwelling units per gross acre, and for lots larger than 1.0 acres the future density will be 4.2 dwelling units per gross acre.
- **Medium-density residential:** Average density in this plan designation was historically 11.1 dwelling units per gross acre in tax lots smaller than 0.38 acres, and no land is needed for rights-of-ways based on Metro’s assumptions. For lots between 0.38 and 1.0 acres the future density will be 10.0 dwelling units per gross acre, and for lots larger than 1.0 acres the future density will be 9.1 dwelling units per gross acre.

⁵¹ Per OAR 660-024-0010(6), net buildable acre “consists of 43,560 square feet of residentially designated buildable land after excluding future rights-of-way for streets and roads.” While the administrative rule does not include a definition of a gross buildable acre, using the definition above, a gross buildable acre will include areas used for rights-of-way for streets and roads. Areas used for rights-of-way are considered unbuildable.

⁵² Metro’s methodology about net-to-gross assumptions are that (1) tax lots under 3/8 acre assume 0% set aside for future streets; (2) tax lots between 3/8 acre and 1 acre assume a 10% set aside for future streets; and (3) tax lots greater than an acre assumes an 18.5% set aside for future streets. The analysis assumes an 18.5% assumption for future streets.

⁵³ Land in the Urban Planning Area with a low-density residential plan designation is assumed to have the same densities as other land in the low-density plan designation in Troutdale.

- **High-density residential:** Average density in this plan designation was historically 15.3 dwelling units per gross acre in tax lots smaller than 0.38 acres, and no land is needed for rights-of-ways based on Metro’s assumptions. For lots between 0.38 and 1.0 acres the future density will be 13.8 dwelling units per gross acre, and for lots larger than 1.0 acres the future density will be 12.5 dwelling units per gross acre.
- **Commercial:** Average density in this plan designation was historically 18.6 dwelling units per gross acre in tax lots smaller than 0.38 acres and no land is needed for rights-of-ways based on Metro’s assumptions. For lots between 0.38 and 1.0 acres the future density will be 16.8 dwelling units per gross acre, and for lots larger than 1.0 acres the future density will be 15.2 dwelling units per gross acre.

Exhibit 83. Assumed Future Density of Housing Built in the Troutdale City Limits, 2020 to 2040

Source: ECONorthwest. Note: DU is dwelling unit.

Residential Plan Designations	Tax Lots Smaller than 0.38 acre			Tax Lots > 0.38 and < 1.0 acre			Tax Lots larger than 1.0 acre		
	Net Density (DU/net acre)	% for Rights-of- Way	Gross Density (DU/gross acre)	Net Density (DU/net acre)	% for Rights-of- Way	Gross Density (DU/gross acre)	Net Density (DU/net acre)	% for Rights-of- Way	Gross Density (DU/gross acre)
Low Density Residential	5.1	0%	5.1	5.1	10%	4.6	5.1	18.5%	4.2
Medium Density Residential	11.1	0%	11.1	11.1	10%	10.0	11.1	18.5%	9.1
High Density Residential	15.3	0%	15.3	15.3	10%	13.8	15.3	18.5%	12.5
Urban Planning Area LDR	5.1	0%	5.1	5.1	10%	4.6	5.1	18.5%	4.2
Commercial	18.6	0%	18.6	18.6	10%	16.8	18.6	18.5%	15.2

Needed Housing by Income Level

The next step in the Housing Needs Analysis is to develop an estimate of need for housing by income and housing type. This analysis requires an estimate of the income distribution of current and future households in the community. Estimates presented in this section are based on (1) secondary data from the Census, and (2) analysis by ECONorthwest.

The analysis in Exhibit 84 is based on American Community Survey data about income levels for existing households in Troutdale. Income is categorized into market segments consistent with HUD income level categories, using Multnomah County's 2019 median family income (MFI) of \$87,900. The Exhibit is based on existing household income distribution, assuming that approximately the same percentage of households will be in each market segment in the future.

About a third of Troutdale's future households are forecast to be extremely or very-low income and about one quarter are forecast to have high incomes.

Exhibit 84. Future (New) Households, by Median Family Income (MFI) for Multnomah County (\$87,900), Troutdale City Limits, 2019

Source: U.S. Department of Housing and Urban Development, Multnomah County, 2019. U.S. Census Bureau, 2013–2017 ACS Table 19001.



Need for Government-Assisted and Manufactured Housing

ORS 197.303, 197.307, 197.312, and 197.314 require cities to plan for government-assisted housing, manufactured housing on lots, and manufactured housing in parks.

- **Government-assisted housing.** Government subsidies can apply to all housing types (e.g., single-family detached, apartments, etc.). Troutdale allows development of government-assisted housing in all residential plan designations, with the same development standards for market-rate housing. This analysis assumes that Troutdale will continue to allow government housing in all of its residential plan designations. Because government-assisted housing is similar in character to other housing (with the exception being the subsidies), it is not necessary to develop separate forecasts for government-subsidized housing.
- **Farmworker housing.** Farmworker housing can apply to all housing types, and the City allows the development of farmworker housing in all residential plan designations, with the same development standards as market-rate housing. This analysis assumes that Troutdale will continue to allow this housing in all of its residential plan designations. Because it is similar in character to other housing (with the possible exception of government subsidies, if population restricted), it is not necessary to develop separate forecasts for farmworker housing.
- **Manufactured housing on lots.** Troutdale allows manufactured homes on lots in low-density and medium-density residential zones.
- **Manufactured housing in parks.** Troutdale allows manufactured homes in parks in medium-density residential zones. According to the Oregon Housing and Community Services' Manufactured Dwelling Park Directory,⁵⁴ Troutdale has six manufactured home parks with 367 spaces.
- ORS 197.480(2) requires Troutdale to project need for mobile home or manufactured dwelling parks based on (1) population projections, (2) household income levels, (3) housing market trends, and (4) an inventory of manufactured dwelling parks sited in areas planned and zoned or generally used for commercial, industrial, or high-density residential.
 - Exhibit 80 shows that Troutdale will grow by 720 dwelling units over the 2020 to 2040 period.
 - Analysis of housing affordability shows that about 32% of Troutdale's new households will be considered very-low or extremely low income, earning 50% or less of the region's median family income. One type of housing affordable to these households is manufactured housing.

⁵⁴ Oregon Housing and Community Services, Oregon Manufactured Dwelling Park Directory, <http://o.hcs.state.or.us/MDPCRParcs/ParkDirQuery.jsp>

- Manufactured homes in manufactured housing parks accounts for about 8% (about 367 dwelling units) of Troutdale’s current housing stock.
- National, state, and regional trends since 2000 showed that manufactured housing parks are closing, rather than being created. For example, between 2000 and 2015, Oregon had 68 manufactured parks close, with more than 2,700 spaces. Discussions with several stakeholders familiar with manufactured home park trends suggest that over the same period, few to no new manufactured home parks have opened in Oregon.
- The households most likely to live in manufactured homes in parks are those with incomes between \$26,370 and \$43,950 (30% to 50% of MFI), which include 16% of Troutdale’s households. However, households in other income categories may live in manufactured homes in parks.

Manufactured home park development is an allowed use in the medium-density plan designation. The national and state trends of closure of manufactured home parks, and the fact that no new manufactured home parks have opened in Oregon in over the last fifteen years, demonstrate that the development of new manufactured home parks or subdivisions in Troutdale is unlikely.

Our conclusion from this analysis is that the development of new manufactured home parks or subdivisions in Troutdale over the 2020 to 2040 planning period is unlikely, although manufactured homes may continue to locate on lots in the low-density plan designation. The forecast of housing assumes that no new manufactured home parks will be opened in Troutdale over the 2020 to 2040 period. The forecast for new dwelling units includes new manufactured homes on lots in the category of single-family detached housing.

- Over the next twenty years (or longer), one or more of Troutdale’s manufactured housing parks may close. This may be a result of the manufactured home park landowners selling or redeveloping their land for uses with higher rates of return, rather than lack of demand for spaces in manufactured home parks. Manufactured home parks contribute to the supply of low-cost affordable housing options, especially for affordable homeownership.

While there is statewide regulation of the closure of manufactured home parks designed to lessen the financial difficulties of this closure for park residents,⁵⁵ the City has a role to play in ensuring that there are opportunities for housing for the displaced residents. The City’s primary roles are to ensure that there is sufficient land zoned for new multifamily housing and to reduce barriers to residential

⁵⁵ ORS 90.645 regulates rules about closure of manufactured dwelling parks. Before a park closure, the landlord must give at least one year’s notice of park closure and must pay the tenant between \$5,000 and \$9,000 for each manufactured dwelling park space, in addition to not charging tenants for demolition costs of abandoned manufactured homes.

development to allow for the development of new, relatively affordable housing (i.e., housing affordable to households earning less than 80% of MFI, especially those earning less than 60% of MFI). The City may use a range of policies to encourage development of relatively affordable housing, such as allowing a wider range of moderate-density housing (e.g., duplexes or cottages) in the low-density plan designation, removing barriers to multifamily housing development, using tax credits to support affordable housing production, developing an inclusionary zoning policy, or partnering with a developer of government-subsidized affordable housing.

6. Residential Land Sufficiency within Troutdale

This chapter presents an evaluation of the sufficiency of vacant residential land in Troutdale to accommodate expected residential growth over the 2020 to 2040 period. This chapter includes an estimate of residential development capacity (measured in new dwelling units) and an estimate of Troutdale’s ability to accommodate needed new housing units for the 2020 to 2040 period, based on the analysis in the Housing Needs Analysis. The chapter ends with a discussion of the conclusions and recommendations for the Housing Needs Analysis.

Capacity Analysis

The buildable lands inventory summarized in Chapter 2 (and presented in full in Appendix A) provided a *supply* analysis (buildable land by type), and Chapter 5 provided a *demand* analysis (population and growth leading to demand for more residential development). The comparison of supply and demand allows the determination of land sufficiency.

There are two ways to calculate estimates of supply and demand into common units of measurement to allow their comparison: (1) housing demand can be converted into acres, or (2) residential land supply can be converted into dwelling units. A complication of either approach is that not all land has the same characteristics. Factors such as zone, slope, parcel size, and shape can affect the ability of land to accommodate housing. Methods that recognize this fact are more robust and produce more realistic results. This analysis uses the second approach: it estimates the ability of vacant residential lands within the UGB to accommodate new housing. This analysis, sometimes called a “capacity analysis,”⁵⁶ can be used to evaluate different ways that vacant residential land may build out by applying different assumptions.

⁵⁶ There is ambiguity in the term *capacity analysis*. It would not be unreasonable for one to say that the “capacity” of vacant land is the maximum number of dwellings that could be built based on density limits defined legally by plan designation or zoning, and that development usually occurs—for physical and market reasons—at something less than full capacity. For that reason, we have used the longer phrase to describe our analysis: “estimating how many new dwelling units the vacant residential land in the UGB is likely to accommodate.” However, that phrase is cumbersome, and it is common in Oregon and elsewhere to refer to that type of analysis as capacity analysis, so we use that shorthand occasionally in this memorandum.

Troutdale Capacity Analysis Results

The capacity analysis estimates the development potential of vacant residential land to accommodate new housing, based on the needed densities shown in Exhibit 83.

Exhibit 86 shows that Troutdale city limit's (Exhibit 85) buildable land has capacity to accommodate approximately **1,093 new dwelling units**, based on the following assumptions:

- **Buildable residential land.** The capacity estimates start with the number of buildable acres in residential plan designations, per the buildable lands inventory, for city limits.
- **Needed densities.** The capacity analysis assumes development will occur at assumed future densities. Those densities were derived from the densities shown in Exhibit 83.
- **Average net density.** Exhibit 85 shows capacity and densities in gross acres. OAR 660-007 requires that Troutdale provide opportunity for development of housing at an overall average density of eight dwelling units per net acre. The average net density of dwelling units in Exhibit 85 is approximately 9.4 dwelling units per net acres and 7.9 dwelling units per gross acre.

Exhibit 85. Estimate of Residential Capacity on Unconstrained Vacant and Partially Vacant Buildable Land, Troutdale City Limits, 2018

Source: Buildable Lands Inventory; Calculations by ECONorthwest. Note: DU is dwelling unit.

Residential Plan Designations	Tax Lots Smaller than 0.38 acre			Tax Lots > 0.38 and < 1.0 acre			Tax Lots larger than 1.0 acre			Total, combined	
	Buildable Acres	Density Assumption (DU/gross acre)	Capacity (Dwelling Units)	Buildable Acres	Density Assumption (DU/gross acre)	Capacity (Dwelling Units)	Buildable Acres	Density Assumption (DU/gross acre)	Capacity (Dwelling Units)	Buildable Acres	Capacity (Dwelling Units)
Low Density Residential	2	5.1	10	2	4.6	10	39	4.2	164	43	184
Medium Density Residential	0	11.1	5	2	10.0	17	26	9.1	236	28	258
High Density Residential	2	15.3	28	1	13.8	11	23	12.5	282	25	321
Urban Planning Area LDR	0	5.1	-	0	4.6	-	29	4.2	120	29	120
Commercial	1	18.6	22	2	16.8	38	10	15.2	150	13	210
Total	6	-	65	7	-	76	126	-	952	139	1,093

Residential Land Sufficiency

The next step in the analysis of the sufficiency of residential land within Troutdale is to compare the demand for housing by plan designation (Exhibit 82) with the capacity of land by plan designation (Exhibit 85).

Exhibit 86 shows that Troutdale has sufficient land to accommodate development in all residential plan designations, with a surplus capacity of 41 units in low density, 56 units in medium density, 98 units in high density, 22 units in low density of the Urban Planning Area, and 54 units in commercial zones that allow residential use.

Exhibit 86. Comparison of Capacity of Existing Residential Land with Demand for New Dwelling Units and Land Surplus or Deficit, Troutdale City Limits, 2020 to 2040

Source: Buildable Lands Inventory; Calculations by ECONorthwest. Note: DU is dwelling unit.

Residential Plan Designations	Capacity (Buildable Acres)	Capacity (Dwelling Units)	Demand for New Housing	Remaining Capacity (Supply minus Demand)	Land Surplus or (Deficit) Gross Acres
Low Density Residential	43	184	142	42	8
Medium Density Residential	28	258	203	55	5
High Density Residential	25	321	223	98	6
Urban Planning Area LDR	29	120	98	22	4
Commercial	13	210	54	156	8
Total	139	1,093	720	373	32

Troutdale’s surplus of low-density residential capacity (42 dwelling units) means that the City has an approximate surplus of eight gross acres of low-density land (at 5.1 dwelling units per gross acre). Troutdale’s surplus of medium-density residential capacity (55 dwelling units) means that the City has an approximate surplus of five gross acres of medium-density land (at 11.1 dwelling units per gross acre). Troutdale’s surplus of high-density residential capacity (98 dwelling units) means that the City has an approximate surplus of six gross acres of high-density land (at 18.6 dwelling units per gross acre).

Conclusions

The key findings of the Troutdale Housing Needs Analysis are that:

- **Growth in housing will be driven by growth in households. The number of** households in Troutdale’s city limits is forecast to grow from 5,824 households to 6,544 households, an increase of 720 households between 2020 and 2040.
- **To accommodate households in Troutdale city limits, Troutdale is planning for 720 new dwelling units.** To accommodate the 720 dwelling units over the 20-year planning period, Troutdale will average 36 new dwelling units annually.
- **Troutdale will plan for more single-family attached and multifamily dwelling units in the future to meet the city’s housing needs.** Historically, about 72% of Troutdale’s housing was single-family detached. New housing in Troutdale is forecast to be 50% single-family detached, 15% single-family attached, and 35% multifamily.
 - The factors driving the shift in types of housing needed in Troutdale include changes in demographics and decreases in housing affordability. The aging of senior populations and the household formation of young adults will drive demand for renter and owner-occupied housing, such as small single-family detached housing, townhouses, duplexes, and apartments/condominiums. Both groups may prefer housing in walkable neighborhoods, with access to services.
 - Troutdale’s existing deficit of housing affordable for low and high-income households indicates a need for a wider range of housing types, for renters and homeowners. About 38% of Troutdale’s households have affordability problems, including a cost-burden (or severe cost burden) rate of 58% for renter households.
 - Without diversification of housing types, lack of affordability will continue to be a problem, possibly growing in the future if incomes continue to grow at a slower rate than housing costs. Under the current conditions, 231 of the forecasted new households will have incomes of \$43,950 (in 2019 dollars) or less (50% of MFI income or less). These households cannot afford market-rate housing without government subsidy. Another 156 new households will have incomes between \$43,950 and \$70,320 (50% to 80% of MFI). These households will all need access to affordable housing, such as the housing types described above.
- **Ongoing development could meet a substantial amount of Troutdale’s housing needs and the forecast for growth.** Exhibit 1 shows that there are nearly 350 multifamily and single-family attached units currently under construction or expected to complete construction by 2020. This number of new units both accommodates nearly half of the forecast of new units in Exhibit 81 (720 new units) but also the forecast of new multifamily and single-family attached units (a total of 360 new units). In addition,

Troutdale is in preapplication review discussions with developers for an additional 280 units of multifamily housing, about 110 units of which would be income restricted.

- **Troutdale will need to meet the requirements of House Bill 2001.** The legislature passed House Bill 2001 in the 2019 Legislative Session. The bill requires cities within the Metro UGB to allow “middle” housing types in low-density residential zones. The bill defines middle housing types as duplexes, triplexes, quadplexes, cottage clusters, and townhouses. To comply with House Bill 2001, Troutdale will need to:
 - Allow duplexes on any lot where single-family detached housing is allowed in residential zones.
 - Allow triplexes and quadplexes as a permitted use in the following zones: R-20, R-10, R-7, and R-5. The City can identify areas within these zones to allow these housing types.
 - Allow cottage-cluster housing as a permitted use in the following zones: R-20, R-10, R-7, R-5, and R-4 zones. The City can identify areas within these zones to allow this housing types.
 - Allow Single-family attached housing as a permitted use in the R-20 zone. The City can identify areas within these zones to allow this housing types.
- **Troutdale has unmet need for affordable housing.** About 38% of Troutdale’s households are cost burdened, with 55% of renters cost burdened and 26% of owners cost burdened. Troutdale’s level of cost burden is similar to other communities in Multnomah County. Troutdale’s unmet housing needs include:
 - *Renter housing.* The average asking rent for multifamily housing in Troutdale in 2013 was about \$1,250, which is affordable to households earning about 60% of the median family income (about \$53,000). About one-third of Troutdale’s households have incomes below this level and cannot afford the average rent. As shown in the rates of cost burden, many of these renter households are cost burdened. A small portion of this unmet housing need can be met through the anticipated development of 110 units of income-restricted affordable housing, as mentioned in Chapter 1. Troutdale will continue to have unmet renter housing needs, both for existing households and for new households.
 - *Owner-occupied housing.* The median home sales price in 2019 was about \$355,000, which is affordable to households earning about 120% of the median family income (about \$105,000). About one-quarter of Troutdale’s households have incomes below this level. While Troutdale is one of the more affordable cities for homeownership in the Portland region, households at middle incomes (between \$53,000 to \$105,000) are less able to afford housing in Troutdale. One way to increase the supply of affordable owner-occupied housing is to increase opportunities for development of the middle-income housing described above.

- **Commuting patterns in Troutdale indicate an imbalance of available housing and employment.** This trend is not unique to Troutdale, as many cities located within the Portland region have a large share of residents commuting out of the city for work, as well as workers who reside elsewhere. While there are many reasons people may choose to live and work in different locations, the lack of housing affordable at income levels that align with wages at jobs in Troutdale also contributes to this commuting trend. To begin to address this issue, Troutdale can align its updated housing policies with related economic development policies that focus on balancing available housing with jobs. In its review of economic development policies, Troutdale may want to consider policies to support the attraction of jobs with wages sufficient to afford rental and ownership housing in Troutdale.

ECONorthwest’s recommendations to Troutdale based on the analysis and conclusions in this report. The *Troutdale Housing Strategy* memorandum presents the full list of recommendations for Troutdale.

Appendix A – Residential Buildable Lands Inventory

The general structure of the standard method BLI analysis is based on the DLCD HB 2709 workbook *Planning for Residential Growth: A Workbook for Oregon’s Urban Areas*, which specifically addresses residential lands. The steps and substeps in the supply inventory are:

1. Calculate the gross vacant acres by plan designation, including fully vacant and partially vacant parcels.
2. Calculate gross buildable vacant acres by plan designation by subtracting unbuildable acres from total acres.
3. Calculate net buildable acres by plan designation, subtracting land for future public facilities from gross buildable vacant acres.
4. Calculate total net buildable acres by plan designation by adding redevelopable acres to net buildable acres.

The methods used for this study are consistent with many others completed by ECONorthwest that have been acknowledged by DLCD and LCDC.

Overview of the Methodology

The BLI for Troutdale is based on the data and methods used by Metro. In addition, ECONorthwest’s approach updated Metro’s results to account for new development (the Metro 2018 UGR is based on 2016 data) and other potential local conditions, such as unique environmental constraints.

Study Area

The BLI for Troutdale includes all residential land designated in the comprehensive plans within city limits and designated planning areas. ECONorthwest used the Metro BLI tax lot shapefile as the basis for this analysis.

Inventory Steps

The BLI consisted of several steps:

1. Generating UGB “land base”
2. Classifying land by development status
3. Identify constraints
4. Verify inventory results
5. Tabulate and map results

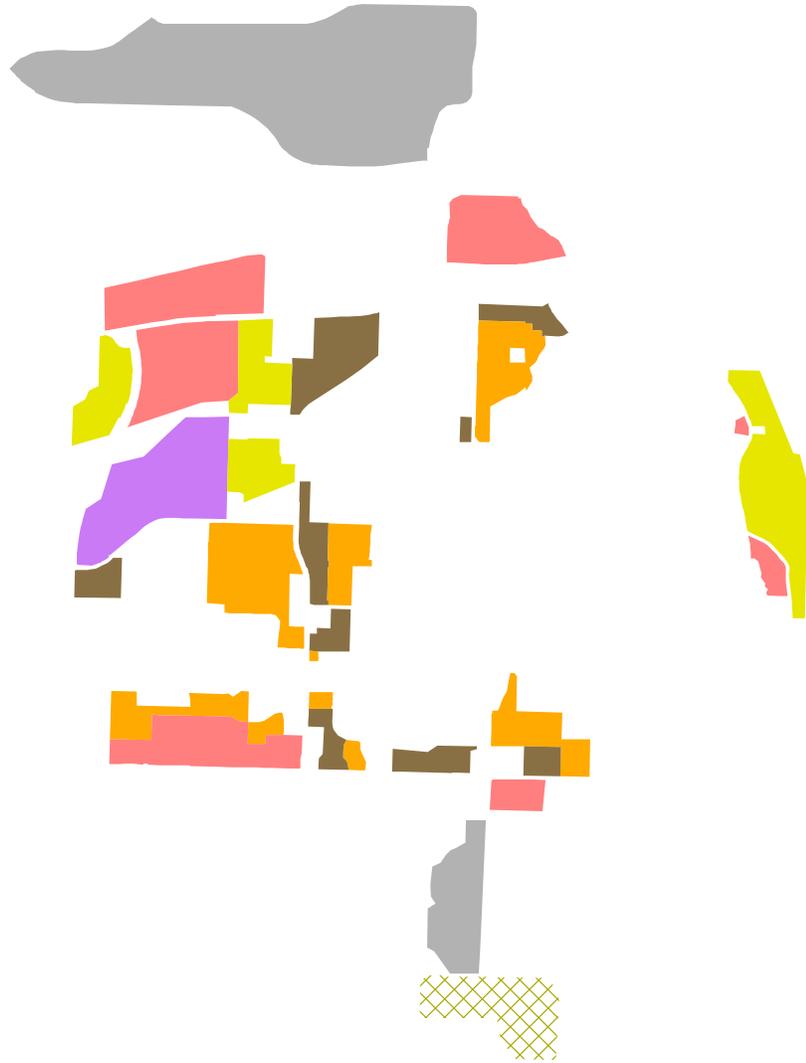
Step 1: Generate “land base.”

Per Goal 10, this involves selecting all of the tax lots with residential and other nonemployment plan designations where residential uses are planned for and allowed by the implementing zones. The City provided ECONorthwest (ECO) with their comprehensive plan GIS files and indicated what designations should be included within the inventory.

Exhibit 87 (on the following page) shows comprehensive plan designations for the City of Troutdale. This BLI includes lands in the low-density residential, medium-density residential, high-density residential, Urban Planning Area low-density residential designations, as well as commercial zones CBD, MO/H, and NC.

Exhibit 87. Comprehensive Plan Designations, Troutdale City Limits, 2019

of Troutdale



Step 2: Classify lands.

In this step, ECONorthwest classified each tax lot with a plan designation that allows residential uses into one of four mutually exclusive categories based on development status:

- Vacant
- Partially vacant
- Public or exempt
- Developed

ECONorthwest used the classification determined through Metro’s model: vacant, ignore, and developed. In addition, ECO included a new classification for partially vacant lots. The definitions for each classification are listed below.

Development Status	Definition	Statutory Authority
Vacant	Tax lots designated as vacant by Metro based on the following criteria: 1) Fully vacant based on Metro aerial photo 2) Tax lots with less than 2,000 square feet developed, and developed area is less than 10% of lot 3) Lots 95% or more vacant from GIS vacant land inventory	OAR 660-008-0006(2) “Buildable land” means residentially designated land within the urban growth boundary, including both vacant and developed land likely to be redeveloped, that is suitable, available, and necessary for residential uses.
Partially Vacant	Single-family tax lots that are 2.5 times larger than the minimum lot size and a building value less than \$300,000, or lots that are 5 times larger than the minimum lots size (no threshold for building value). These lots are considered to still have residential capacity. For this analysis, we are classifying these lots as partially vacant. We assume that 0.25 acres of the lot is developed and the remaining land is available for development, less constraints.	OAR 660-008-0006(2)
Ignore (Public or Exempt uses)	Lands in public or semipublic ownership are considered unavailable for residential development. This includes lands in federal, state, county, or city ownership as well as lands owned by churches and other semipublic organizations and properties with conservation easements. These lands are identified using Metro’s definitions and categories.	OAR 660-008-0005(2) - Publicly owned land is generally not considered available for residential uses.
Developed	Lands not classified as vacant, partially vacant, or public/exempt are considered developed. Developed land includes lots with redevelopment capacity, which are also included in BLI. The unit capacity of developed but redevelopable lots is based on Metro’s estimates.	OAR 660-008-0006(2) “Buildable Land” means residentially designated land within the urban growth boundary, including both vacant and developed land likely to be redeveloped, that is suitable, available, and necessary for residential uses.

Step 3: Identify constraints

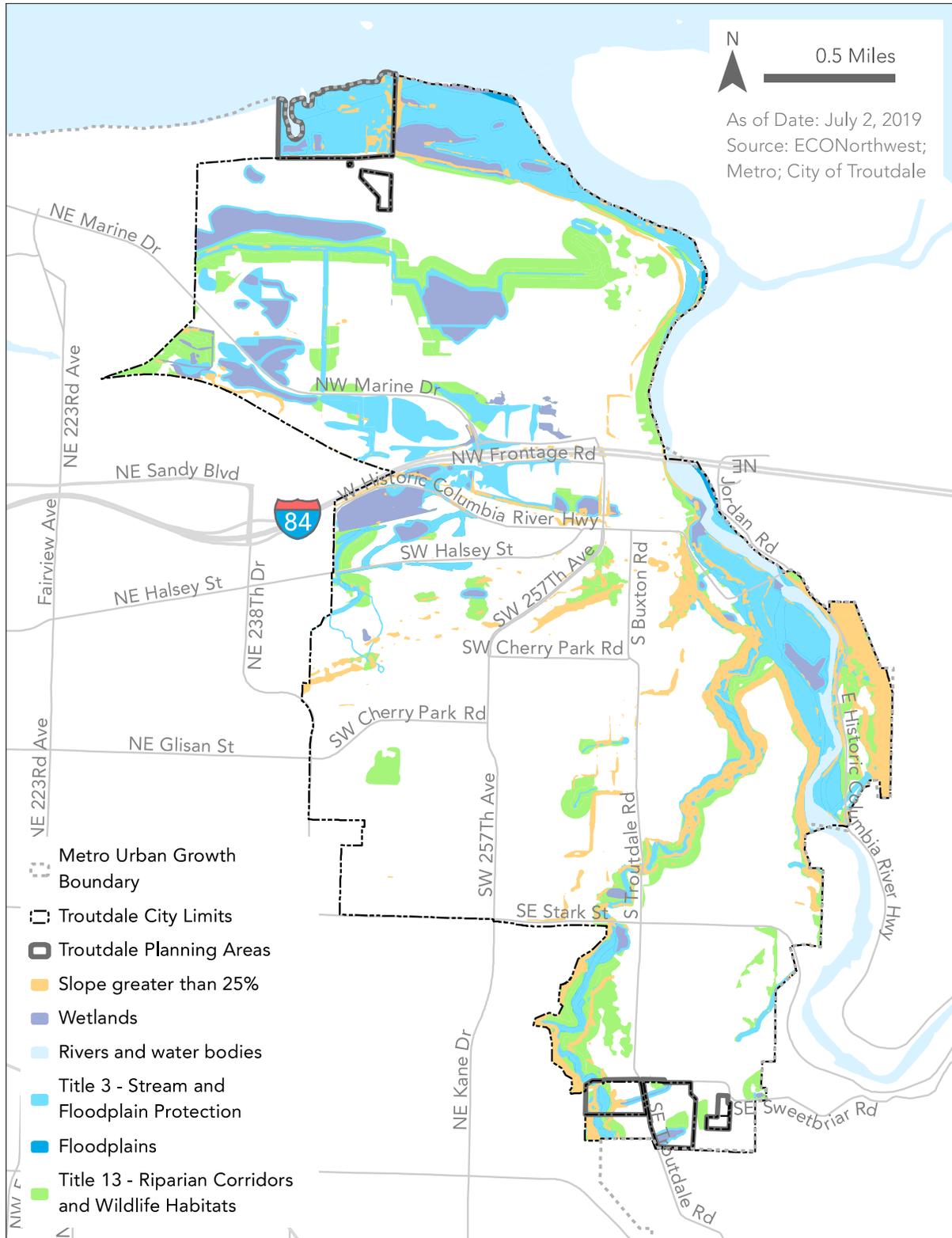
Consistent with OAR 660-008-0005(2) guidance on residential buildable lands inventories, ECO deducted certain lands with development constraints from vacant lands. We used some of the constraints established in Metro’s methodology, with modifications to fit local considerations in Troutdale. These constraints are summarized in the table below.

Constraint	Statutory Authority	Threshold
Goal 5 Natural Resource Constraints		
Riparian Corridors and Habitat (Title 13)	OAR 660-008-0005(2)	Regionally Significant Riparian & Upland Wildlife habitat, Habitats of Concern, and impact areas
Wetlands		
Natural Hazard Constraints		
100-Year Floodplain	OAR 660-008-0005(2)	Lands within FEMA FIRM 100-year floodplain
Stream and Floodplain Protection (Title 3)	OAR 660-015-0000(5)	Areas protected by the stream and floodplain plan
Steep Slopes	OAR 660-008-0005(2)	Slopes greater than 25%

The lack of access to water, sewer, power, road or other key infrastructure cannot be considered a prohibitive constraint unless it is an extreme condition. This is because tax lots that are currently unserviced could potentially become serviced over the twenty-year planning period.

Exhibit 88 maps the development constraints used for the residential BLI.

Exhibit 88. Development Constraints, Troutdale City Limits, 2019



Step 4: Verification

ECO used a multistep verification process. The first verification step will included a “rapid visual assessment” of land classifications using GIS and recent aerial photos. The rapid visual assessment involves reviewing classifications overlaid on recent aerial photographs to verify uses on the ground. ECO reviewed all tax lots included in the inventory using the rapid visual assessment methodology. The second round of verification involved City staff verifying the rapid visual assessment output. ECO amended the BLI based on City staff review and comments, particularly related to vacant land developed since 2016.

Step 5: Tabulation and mapping

The results are presented in tabular and map format. The Troutdale Residential BLI includes all residential land designated in the Comprehensive Plan within the Troutdale city limits. From a practical perspective, this means that ECONorthwest inventoried all lands within tax lots identified by Metro that fall within the Troutdale city limits. The inventory then builds from the tax lot-level database to estimate buildable land by plan designation.



DATE: December 19, 2019
TO: Troutdale Housing Committee
CC: Arini Wiryomartono and Chris Damgen
FROM: Beth Goodman and Margaret Raimann, ECONorthwest
SUBJECT: DRAFT: TROUTDALE HOUSING POLICIES AND ACTIONS

ECONorthwest is working with the City of Troutdale to develop a Housing Needs Analysis. The Housing Needs Analysis (HNA) will determine whether the City of Troutdale has enough land to accommodate 20 years of population and housing growth. The Housing Needs Analysis will provide the basis for an update to the City’s Comprehensive Plan Housing Element, as well as the development of an action plan to implement the housing policies.

Troutdale has a long history of supporting the development of a range of housing types, as observed by its established mix of smaller lot size developments (e.g., Edgefield Estates and Morgan Meadows) among traditional subdivisions with larger lots (e.g., the Estates at Riverbend). Since the 1990s, development within the Town Center Overlay has encouraged denser development patterns and middle housing typologies.

As of late 2019, the City has about 350 multifamily and single-family attached units currently under construction or expected to be completed by 2020. This number of new units accommodates nearly half of the forecast of new units in the HNA (720 new units) for the 2020 to 2040 period. This construction nearly meets the forecast for new multifamily and single-family attached units (a total of 360 new units) over the same period. In addition, Troutdale is in preapplication review discussions with developers for an additional 280 units of multifamily housing, about 110 units of which would be income restricted.

The City of Troutdale’s existing Comprehensive Plan Housing policies have not been updated since Troutdale last completed periodic review in 2011. This memorandum presents Troutdale’s existing housing policies that have been up for discussion with the Housing Committee (HC) as well as the Troutdale City Council at the September, October, November, and December meetings. Our expectation is that these policies may be revised or substituted based on comments from the HC (which includes members of the City’s Planning Commission) and comments from the City of Troutdale’s City Council.

This memorandum discusses housing affordability. It distinguishes between three types of affordable housing: (1) housing affordable to very low-income and extremely low-income households, (2) housing affordable to low-income and middle-income households, and (3) housing affordable to high-income households. The following describes these households, based on information from the Troutdale Housing Needs Analysis.

- **Very low-income and extremely low-income households** are those who have an income of 50% or less of Multnomah County’s median family income (MFI),¹ which is an annual household income of \$43,950 for a family of four. About 32% of Troutdale’s households fit into this category. They can afford a monthly housing cost of \$1,099 or less.² Development of housing affordable to households at this income level is generally accomplished through the development of government-subsidized income-restricted housing.
- **Low-income and middle-income households** are those who have an income between 50% and 120% of Multnomah County’s MFI, or an income between \$43,950 and \$105,480 for a family of four. About 42% of Troutdale’s households fit into this category. They can afford a monthly housing cost between \$1,099 and \$2,637. The private housing market may develop housing affordable to households in this group, especially for the higher-income households in the group.
- **High-income households** are those who have an income 120% or more of Multnomah County’s MFI, or an income over \$105,480 for a family of four. About 26% of Troutdale’s households fit into this category. They can afford a monthly housing cost of \$2,637 or more. The private housing market generally develops housing affordable to households in this group.

¹ Median family income is determined by the U.S. Department of Housing and Urban Development. In 2019, the MFI of Multnomah, Washington, and Clackamas Counties was \$87,900.

² This assumes that households pay less than 30% of their gross income on housing costs, including rent or mortgage, utilities, home insurance, and property taxes.

Summary of Actions

The table below summarizes the policies and action recommendations made by the Housing Committee. The priority shown in the table is based on discussions with the Committee about the actions they think are most important to execute on soonest. Low priority actions represent actions that the Committee thinks are important but that may be executed in later years by Troutdale. The priority shown below indicates the year to start implementation of the action, assuming that “year 1” is 2020. For example, an action that would be implemented in years 1 to 3 would start to be implemented between 2021 and 2023. Where the opinions of the Housing Committee on when to start implementation were split between two time periods, note the split in opinion below.

Implementation Actions	Start Implementation...		
	Within 1 Year	1 to 3 Years	3 to 5 Years
Policy 1: Ensure an adequate supply of land is available and serviced.			
1.1.a: Periodically review land sufficiency based on monitoring of development of land (Action 1.5.a) and with revisions to the Housing Needs Analysis (Action 1.5.b), continue to ensure that Troutdale has sufficient land to accommodate needed housing.		✓	Split
1.2.a: Periodically review standards to determine whether they are vague, discretionary, or subjective and take necessary action to make these standards clear and objective.		✓	Split
1.4.a: Continue to coordinate land use planning with the Capital Improvement Plan to ensure that infrastructure is available to support residential development.			✓
1.4.b: With reviews of charges and fees, ensure that they are directly attributable to an increase in system growth shall be tied to capital improvement projects that are needed to accommodate growth.		✓	
1.5.a: Continue the current practice of monitoring the supply of residential land every two years.		✓	
1.5.b: Reevaluate Troutdale’s housing needs and land sufficiency on a regular basis tied to the Metro Growth Management cycle, as part of the City’s coordination with Metro.		✓	Split
1.5.c: Work with Metro staff on during revisions to the Urban Growth Management Plan to make policy choices in coordination with Metro that will accommodate long-term growth in Troutdale, beyond the existing UGB.		✓	
Policy 2: Provide opportunities for housing development to meet the City’s identified housing needs.			
2.1.a: Identify changes to Troutdale’s Development Code to allow duplexes where single-family dwellings are allowed in the following zones: R-20, R-10, R-7, R-5, and R-4. Currently, duplexes are only allowed in the R-4		✓	

Implementation Actions	Start Implementation...		
	Within 1 Year	1 to 3 Years	3 to 5 Years
zone. The revisions to the development code must allow duplexes on lots with the same size (and other) standards as single-family detached units.			
2.1.b: Identify areas and develop siting and design standards to allow other middle housing types, where appropriate in Troutdale, in the following zones: R-20, R-10, R-7, R-5, and R-4.		✓	
2.2a: Continue to allow a mix of housing types as part of a Planned Development as an attractive and desirable alternative to providing only one type of housing in a subdivision, such as middle housing types.		✓	
2.2b: Continue to allow and ensure there are opportunities for development of high-amenity housing to meet the housing needs of high-income households, including opportunities for development in the R-10 and R-20 zones.		✓	
2.2.c: Evaluate allowing of tiny houses (typically units smaller than 500 square feet) in clusters with shared central amenities (such as open space) to allow for development of small single-family detached housing clustered on a lot, possibly using a form-based code approach to regulate development of these units (Action 2.3.b).		✓	Split
2.3a: Evaluate opportunities for development of senior housing. In areas appropriate for senior housing, work with developers to support development of senior housing.	✓	Split	
2.4a: Evaluate increasing building heights for multifamily buildings in the Urban Renewal Area (General Commercial zone) to allow a 55 foot tall (5 story) buildings, an increase from the existing maximum height of 45 feet (4 stories).	✓		
2.4b: Evaluate opportunities to increase mixed-use development in commercial zones.		✓	
2.4c: Support redevelopment within Troutdale, which may include a mixture of higher-density housing and employment uses such as retail, office, and commercial services.	✓	Split	
2.5a: Identify policies to encourage the use of higher-quality building materials suitable for Troutdale's climate.	✓		
Policy 3. Provide opportunities for development of housing affordable to all income levels.			
3.1.a: Identify surplus publicly owned properties that could be used for affordable housing. Partner with the developer(s) of all types of low-income housing to develop housing affordable to households earning less than 60% of MFI.		✓	

Implementation Actions	Start Implementation...		
	Within 1 Year	1 to 3 Years	3 to 5 Years
3.1.b: Identify opportunities, if any, for development of government-subsidized low-income housing on publicly owned land. ³ If a site is identified as being appropriate for this use, consider changing the zoning of the property to the residential zone that would allow for development of the housing under consideration.		✓	
3.1.c: Allow for government-subsidized low-income housing in areas within one-quarter mile of corridors with transit lines.	✓	Split	
3.2.a: Explore opportunities to change how the City administers system development charge (SDCs), including: (1) exploring implementation of an SDC financing credit program to incentivize needed housing types; (2) consideration of development of a sliding-scale of SDC based on the size of the units, charging lower SDC for smaller units; (3) exploring implementation of a sole source system development charge program; (4) considering vesting SDC rates on submission of the completion of the development. This evaluation should consider the potential impacts of changes in SDCs for infrastructure development and should result in changes that the City can afford.		✓	
3.2.b: Consider developing of a tax exemption program to support development of affordable housing. Tax exemption programs typically provide exemptions from property taxes for 10 years and some for up to 20 years and some exemptions are given at the discretion of the city council.			✓
3.2.c: Continue the practice of providing density bonuses that supports development of affordable housing, including entry-level ownership units, on a case-by-case basis.	✓		
3.2.d: Evaluate partnering with organizations to participate in a land bank or land trust.		✓	
3.2.e: Evaluate opportunities to support and partner with employers who are interested in developing an Employer Assisted Housing program to provide grants or loans to support rehabilitation or new housing development.	✓		
3.3.a: Evaluate lowering or waiving permitting fees for rehabilitation projects. This program could address issues such as replacing roofs, fixing plumbing or electrical issues, or repairing foundations.		✓	

³ House Bill 2003 (section 15) excludes allowing housing inventoried as a park or open space.

Implementation Actions		Start Implementation...		
		Within 1 Year	1 to 3 Years	3 to 5 Years
3.3.b: Evaluate developing a grant program or low-interest loan program to support rehabilitation projects, such as roof repairs, connecting to the sewer, electrical system problems, façade improvements, or critical home repairs. These grants could range from \$2,000 for targeted repairs to \$10,000 for larger-scale rehabilitation.		✓		
3.3.c: Evaluate developing a low-interest loan or grant program to support significant rehabilitation projects, such as roof repairs, foundation repairs, connecting the sewer, electrical system problems, façade improvements, or other major rehabilitation. These grants could range from \$10,000 for targeted repairs to \$30,000 (or more) for larger-scale rehabilitation.		✓		
3.4.a: Develop a guide to Troutdale’s housing policies to explain how the City’s housing policies work and allow for development of both government-subsidized affordable housing and naturally occurring affordable housing.			✓	Split
Policy 4. Identify funding sources to support development of infrastructure and housing affordability programs.				
4.1.a: Continue working with Home Forward on development of affordable housing funded by the Metro Bond.			✓	Split
4.2.a: Identify any possibilities to use Urban Renewal funding to support development of infrastructure necessary to support housing development in key areas of Troutdale in the Urban Renewal Area.			✓	
4.2.c: Explore other sources of revenues for funding affordable housing development, such as General Obligation Bonds, Bancroft Bonds (for infrastructure projects), or marijuana taxes.			✓	Split

Potential Housing Policies

Policies, Objectives, and Actions

Policy 1: Ensure an adequate supply of land is available and serviced. Plan for a 20 year supply (through 2040) of suitable land with urban services and the necessary services for Troutdale to meet housing needs within the existing planning area.

Objective 1.1: Ensure that there is sufficient land in each residential plan designation to meet the land needs identified in the Housing Needs Analysis.

Action 1.1.a: Periodically review land sufficiency based on monitoring of development of land (Action 1.5.a) and with revisions to the Housing Needs Analysis (Action 1.5.b), continue to ensure that Troutdale has sufficient land to accommodate needed housing.

Objective 1.2: Ensure that the Troutdale Development Code continues to use clear and objective standards for development of needed housing, setting minimum standards that do not go beyond issues that are essential for public health, safety, and welfare.

Action 1.2.a: Periodically review standards to determine whether they are vague, discretionary, or subjective and take necessary action to make these standards clear and objective.

Objective 1.3: Continue to designate residential land in close proximity to employment and shopping facilities to allow Troutdale residents easy, convenient access to job sites and shopping needs.

Objective 1.4: Continue to coordinate land use planning with the Capital Improvement Plan to ensure that infrastructure is available to support residential development.

Action 1.4.a: Continue to coordinate land use planning with the Capital Improvement Plan to ensure that infrastructure is available to support development, especially in newly urbanizing areas and areas identified as high priority for development.

Action 1.4.b: With reviews of charges and fees, ensure that they are directly attributable to an increase in system growth shall be tied to capital improvement projects that are needed to accommodate growth.

Objective 1.5: Monitor residential land development to ensure that there is enough residential land to accommodate the long-term forecast for population growth.

Action 1.5.a: Continue the current practice of monitoring residential development (through permits) as well as land consumption (e.g., development on vacant or redevelopable lands), funding permitting.

Action 1.5.b: Reevaluate Troutdale’s housing needs and land sufficiency on a regular basis tied to the Metro Growth Management cycle (i.e., every six years), as part of the City’s coordination with Metro. Note: House Bill 2003 requires Metro cities to evaluate housing needs every six years.

Action 1.5.c: Work with Metro staff on during revisions to the Urban Growth Management Plan to make policy choices in coordination with Metro that will accommodate long-term growth in Troutdale, beyond the existing Urban Growth Boundary (UGB). Troutdale has few opportunities for future growth beyond the existing UGB, as the City is bordered by Rural Reserves and the Columbia River Gorge National Scenic Area to the south and east. There is a small amount of land south of Troutdale that is neither Urban nor Rural Reserve that may be the subject of future expansion in the long-term.

Policy 2: Provide opportunities for housing development to meet the City’s identified housing needs. Provide opportunities for development of a range of housing types that are affordable to households at all income levels as described in the Troutdale Housing Needs Analysis. These housing types include (but are not limited to) single-family detached housing, accessory dwellings, cottage housing, manufactured housing, townhouses, duplexes, triplexes, quadplexes, and multifamily products (including apartments).

Objective 2.1. Review the City’s Development Code to ensure compliance with the requirements of House Bill (HB) 2001, prior to the June 30, 2022. Troutdale is required to allow the development of “a duplex on each lot or parcel zoned for residential use that allows for the development of detached single-family dwellings.” Troutdale is also required to allow the development of “all middle housing types in areas zoned for residential use that allow for the development of detached single-family dwellings.” Middle housing types are: duplexes, triplexes, quadplexes, cottage clusters, and townhouses.

Action 2.1.a: Identify changes to Troutdale’s Development Code to allow duplexes where single-family dwellings are allowed (with the same development standards as single-family detached housing) in the following zones: R-20, R-10, R-7, R-5, and R-4. Currently, duplexes are only allowed in the R-4 zone.

Action 2.1.b: Identify areas and develop siting and design standards to allow other middle housing types, where appropriate in Troutdale, within the following zones: R-20, R-10, R-7, R-5, and R-4.

Objective 2.2. Allow for the possible development of a wider range of housing types within Troutdale (consistent with Objective 2.1) to meet the housing needs of all income levels in both existing neighborhoods and new residential areas.

Action 2.2a: Continue to allow a mix of housing types as part of a Planned Development, as an attractive and desirable alternative to providing only one type of housing in a subdivision (e.g., middle housing types).

Action 2.2b: Continue to allow and ensure there are opportunities for development of high-amenity housing to meet the housing needs of high-income households, including opportunities for development in the R-10 and R-20 zones.

Action 2.2.c: Evaluate allowing tiny houses (typically units smaller than 500 square feet) in clusters with shared central amenities (such as open space) to allow for development of small single-family detached housing clustered on a lot, possibly using a form-based code approach to regulate development of these units (Action 2.3.b).

Objective 2.3. 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.

Action 2.3a: Evaluate opportunities for development of senior housing. In areas appropriate for senior housing, work with developers to support development of senior housing.

Objective 2.4: Allow for development of mixed-use multifamily housing in commercial zones.

Action 2.4a: Evaluate increasing building heights for multifamily buildings in the Urban Renewal Area (General Commercial zone) to allow 55-foot-tall (5 story) buildings, an increase from the existing maximum height of 45 feet (4 stories).

Action 2.4b: Evaluate opportunities to increase mixed-use development in commercial zones. For example, the Mixed Office / Housing District limits commercial uses (such as personal services, retail, and restaurants), which may make leasing the commercial space in a mixed-use building more challenging.

Action 2.4c: Support redevelopment within Troutdale, which may include a mixture of higher-density housing and employment uses such as retail, office, and commercial services. The Town Center Overlay (or another overlay with similar standards) could be applied to these areas. The actions under Objective 3.2 are examples of tools the City can use to support redevelopment.

Objective 2.5: Explore options to support development of housing with higher-quality building materials that will perform well in Troutdale's climate, with high winds, winter weather, risks of wildfire, and other conditions.

Action 2.5a: Identify policies to encourage the use of higher-quality building materials suitable for Troutdale's climate.

Policy 3. Provide opportunities for development of housing affordable to all income levels.

Provide opportunities to develop a broad range of accessible and affordable housing (affordable housing is defined as housing for which persons or families pay 30% or less of their gross income for housing, including necessary and essential utilities), including housing development for very low and low-income affordable housing and middle-income affordable housing. Development of affordable housing should be encouraged in a variety of locations across the city.

Objective 3.1: Allow for development of [all housing types, including](#) government-subsidized low-income housing (i.e., households with an income of less than 60% MFI) through partnering with nonprofit, for-profit, and governmental developers of low-income affordable housing. Support colocation of services for low-income residents with development of government-subsidized low-income housing, such as human services, access to public transportation, or civic services.

Action 3.1.a: Identify surplus publicly owned properties that could be used for affordable housing. Partner with the developer(s) of all housing types low-income housing to develop affordable housing affordable to households earning less than 60% of MFI.

Action 3.1.b: Identify opportunities, if any, for development of government-subsidized low-income housing on publicly owned land.⁴ If a site is identified as being appropriate for this use, consider changing the zoning of the property to the residential zone that would allow for development of the housing under consideration.

Action 3.1.c: Allow for government-subsidized low-income housing in areas within one-quarter mile of corridors with transit lines.

Objective 3.2: Allow for development of all types of multifamily affordable housing, market-rate or government-subsidized affordable housing, through use of tools to lower development and operational costs or make the development process simpler or faster. Many of these tools provide an opportunity to support and leverage the funding from the Metro bond (discussed in Policy 4) for development of low-income housing.

Note: Below are tools typically used to support housing development. The City may need to specify that some of these tools should be used only for the development of housing affordable at 60% or less of MFI and some may be appropriate for market-rate multifamily housing (i.e., housing affordable to household with an income between 60% and 120% of MFI).

⁴ House Bill 2003 (section 15) requires that the property is within an urban growth boundary, is zoned for residential development or adjacent to land zoned for residential development, proposed housing meets the requirement of the underlying zone for residential development, and that at least half of the proposed development is affordable to households with incomes equal to or less than 60% of the area median income with an affordable housing covenant. This section excludes allowing housing development on land that is inventoried as a park or open space.

Action 3.2.a: Explore opportunities to change how the City administers system development charges (SDCs), including (1) exploring implementation of an SDC financing credit program to incentivize needed housing types; (2) considering development of a sliding scale of SDC based on the size of the units, charging lower SDC for smaller units; (3) exploring implementation of a sole source system development charge program; (4) considering vesting SDC rates on submission of the completion of the development. This evaluation should consider the potential impacts of changes in SDCs for infrastructure development and should result in changes that the City can afford.

Action 3.2.b: Consider developing a tax exemption program to support development of affordable housing. Tax exemption programs typically provide exemptions from property taxes for 10 years and some for up to 20 years and some exemptions are given at the discretion of the City Council. Tax exemption programs include the following:

Program	Multiple-Unit Housing (a.k.a. MUPTE)	Low-Income Rental Housing/Nonprofit Corporation Low-Income Housing	Tax Exemption for Newly Rehabilitated or Constructed Multiunit Rental Housing
Eligible Projects/Properties	Housing subject to a housing assistance contract with a public agency; or housing that meets City-established criteria for design elements benefitting the general public and number of units. May be new construction, addition of units, or conversion of an existing building to residential use.	New rental housing exclusively for low-income households (at or below 60% MFI); rental housing for low-income persons (at or below 60% MFI) that is owned, being purchased, and/or operated by a nonprofit; or land held for affordable housing development.	Newly rehabilitated or constructed multiunit rental housing. Rental units affordable to households with an annual income at or below 120% of MFI.
Eligible Areas	Within designated areas. City may designate core areas. Alternatively, the City can designate the entire city and limit the program to affordable housing.	Anywhere in the city	Anywhere in the city
Duration of Tax Exemption/Abatement	Exemption is for up to 10 years. For low-income housing, exemption can be extended for as long as the housing is subject to the public assistance contract.	For the low-income rental housing program, exemption lasts 20 years.	City must establish a schedule that provides longer exemptions for projects with more qualifying units, with a maximum of 10 years.
Best suited for	Encouraging multifamily housing in strategic locations or supporting development of housing affordable to households with income 80% of MFI or lower.	Reducing operating costs for regulated affordable housing affordable at 60% MFI or below.	Incentivizing market rate/moderate-income multifamily housing development citywide.

Action 3.2.c: Continue the practice of providing density bonuses that supports development of affordable housing, including entry-level ownership units, on a case-by-case basis. A density bonus allows developers to build housing at densities higher than are usually allowed by the underlying zoning in exchange for production of a certain number of affordable units. Density bonuses are commonly used as a tool to encourage greater housing density in desired areas,

provided certain requirements are met. Bonus densities can also be used to encourage development of low-income or workforce affordable housing.

Action 3.2.d: Evaluate partnering with organizations to participate in a land bank or land trust.

A land bank supports housing affordability by reducing or eliminating land or acquisition costs from a developer's total development budget. Land banks take several forms, but many are administered by a nonprofit or government entity with a mission of managing a portfolio of properties to support a public or community purpose over many years or decades. The land banking process involves key procedural steps, including (1) strategic land and property acquisition, (2) restoration of the property (e.g., clear blight, clear title), and (3) resale to a buyer. Housing that is part of a land bank is subject to property tax, unless the land bank is owned by a public (government) agency or a nonprofit, or a property tax exemption is granted by the City.

A land trust is similar to land banking in that they participate in strategic land and property acquisition and restoration of the property (e.g., clear blight, clear title). Instead of ultimately selling the property (land and buildings), the land trust holds the land in perpetuity and sells or leases the buildings. A land trust is typically a private or nonprofit organization that leases or sells the buildings (e.g., dwelling units) sited on the land but owns and manages the land permanently. A land trust can support housing affordability by leasing the dwelling units on their land to income-qualified renters. If the land trust prefers to pursue homeownership objectives, they can enact a deed covenant prior to selling the dwelling units to safeguard lasting affordability for homeowners. Housing that is part of a land trust is subject to property tax, unless a property tax exemption is granted by the City.

The City's role in a land bank or land trust may include:

- Identifying opportunities to assist with assembly of land into a single tax lot or multiple adjacent tax lots in certain cases (i.e., mixed-use development with more than one developer involved) to support development of affordable housing.
- Identifying surplus publicly owned properties that could be used for affordable housing and partner with developers of affordable housing (consistent with Actions 3.1a).

Action 3.2.e: Evaluate opportunities to support and partner with employers who are interested in developing an employer-assisted housing program to provide grants or loans to support rehabilitation or new housing development.

Objective 3.3: Support rehabilitation of existing housing in poor condition within Troutdale. If practicable, the City should develop specific criteria for the possibility of

providing rehabilitation assistance, such as: the conditions that qualify for the assistance, qualifying household income, the area where the program applies, whether it applies to rental and/or owner-occupied units, and other criteria.

Action 3.3.a: Evaluate lowering or waiving permitting fees for rehabilitation projects.

This program could address issues such as replacing roofs, fixing plumbing or electrical issues, or repairing foundations. Development of this program should include development of criteria for waiving fees, such as condition of the unit and household income.

Action 3.3.b: Evaluate developing a grant program or low-interest loan program to support rehabilitation projects, such as roof repairs, connecting to the sewer, electrical system problems, façade improvements, or critical home repairs. These grants could range from \$2,000 for targeted repairs to \$10,000 for larger-scale rehabilitation. The program could include inspection of the completed rehabilitation work to ensure the work was completed to building code standards.

Action 3.3.c: Evaluate developing a low-interest loan or grant program to support significant rehabilitation projects, such as roof repairs, foundation repairs, connecting the sewer, electrical system problems, façade improvements, or other major rehabilitation. These grants could range from \$10,000 for targeted repairs to \$30,000 (or more) for larger-scale rehabilitation. The program could include inspection of the completed rehabilitation work to ensure the work was completed to building code standards, which is part of the building permitting process. Homeowners who would be addressing code deficiencies could be given consideration in their application to participate in the program.

Objective 3.4: Develop a guide to Troutdale’s housing policies to explain how the City’s housing policies work. The guide would be a document that describes the City’s policies and programs, such as those described in this memorandum, and how they allow for affordable housing development.

Action 3.4.a: Develop a guide to describe Troutdale’s housing policies to explain how the City’s housing policies work and allow for development of both government-subsidized affordable housing and naturally occurring affordable housing.

Policy 4. Identify funding sources to support development of infrastructure and housing affordability programs. Develop funding sources to pay for the costs of implementing the affordable housing programs described in Policy 3 and infrastructure improvements in Policy 1.

Objective 4.1: Explore possible opportunities to use and leverage funds from the Metro Housing Bond to support development of affordable housing.⁵

Action 4.1.a: Continue working with Home Forward on development of affordable housing funded by the Metro Bond, consistent with Objective 3.1.

Objective 4.2: Explore possible funding sources to pay for the affordable housing programs and infrastructure development actions in this Strategy.

Action 4.2.a: Identify any possibilities to use Urban Renewal funding to support development of infrastructure necessary to support housing development in key areas of Troutdale in the Urban Renewal Area.

Action 4.2.c: Explore other sources of revenue for funding affordable housing development, such as General Obligation Bonds, Bancroft Bonds (for infrastructure projects), or marijuana taxes.

⁵ The Metro housing bond is for \$652.8 million, the majority of it will support the development of at least 3,900 new affordable units. Most of the new units will be affordable to households with an income of 60% MFI (\$48,600 for a family of four) or less. Funds from the bond measure can be used for building new affordable housing, purchasing and rehabilitating existing housing, buying land for new affordable housing, and producing affordable homeownership units.

The Metro Housing Bond allocates about \$15.9 million to Multnomah County for the construction of 111 units of housing affordable for individuals and families east of Gresham, in an area that includes Troutdale, Wood Village, and Fairview. In addition, Metro anticipates additional local funds (not necessarily funded directly by the City) from sources such as the Low-Income Housing Tax Credit (LIHTC), private resources (e.g., loans from private banks), property tax exemptions, funding from Multnomah County affordable housing funds, and resources from partner jurisdictions (e.g., fee waivers or exemptions, donated or discounted land, grants, or other resources).

Existing Comprehensive Plan Policies

Troutdale's Comprehensive Plan Housing Element begins with a summary of findings of the housing needs analysis conducted in about 2011. These findings will be replaced with findings from the current housing needs analysis.

Housing Policies

Troutdale's 30 existing comprehensive plan housing policies are broken up into nine subsections, as follows.

General

1. 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.
2. 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.
3. 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.
4. Allow development of housing for residents at all income levels in the city.

Attitudes

1. 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.
2. Commit to a workable partnership with developers in a spirit of cooperation, and develop adequate housing in a timely and efficient manner.
3. 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.

Fees and Charges

1. Ensure that fees and charges are not arbitrary, unfair or unnecessary.
2. Review fees and charges annually to determine if they are as reasonable and as fair as possible.
3. 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.

Ordinances and Standards

1. 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.
2. Adopt standards for zone changes and subdivision plat reviews which are clear, nonarbitrary, and objective.
3. Periodically review standards to determine whether they are vague, discretionary, or subjective and take necessary action to make these standards clear and objective.

Time

1. Recognize the increasing cost of time delays. Streamline the land development and permit issuance processes where possible to reduce unnecessary delays.
2. 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.

Alternative Housing Types

1. 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.
2. Recognize condominium ownership as a legitimate and affordable housing alternative.
3. 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.
4. 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.
5. Recognize the use of "zero lot line" siting as a method of increasing the usable outdoor area of a detached single-family lot.
6. 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.
7. 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.
8. 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.
9. Allow manufactured homes parks as an affordable alternative housing type in areas designated medium density residential.
10. Provide for manufactured home park developments under clear and objective standards.

Neighborhood Character

1. 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.
2. Allow the establishment of neighborhood groups in order to give citizens within a neighborhood more identity with that particular neighborhood.

Housing Rehabilitation

1. Pursue methods of improving the quality of deteriorated housing stock, particularly in the downtown area, in order to upgrade the total housing stock.
2. Identify easy, low-cost incentives the City can offer to homeowners to repair and upgrade poor quality housing stock.

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.

Appendix A. Housing Policy Alternatives

This appendix provides the City with information about potential policies that could be implemented in Troutdale to address the City's housing needs. Implementing some of the strategies in this appendix may be beyond Troutdale's current staff or financial resources.

This appendix provides a range of housing policy options for the City of Troutdale to consider as it addresses its housing needs. These policy options are commonly used by cities in Oregon and other states. Policy options are categorized as follows:

- Land Use Regulations
- Increase Housing Types
- Financial Assistance to Homeowners and Renters
- Lower Development or Operational Costs
- Funding Sources to Support Residential Development

The intention of this appendix is to provide a toolbox of potential policies and actions that the City can use to address strategic issues. For many of the policy tools described below, we give an approximate scale of impact. **The purpose of the scale of impact is to provide some context for whether the policy tool generally results in a little or a lot of change in the housing market.** The scale of impact depends on conditions in the City, such as other the City's other existing (or newly implemented) housing policies, the land supply, and housing market conditions. We define the scale of impact as follows:

- A **small** impact may not directly result in development of new housing or it may result in development of a small amount of new housing, such as 1% to 3% of the needed housing. In terms of housing affordability, a small impact may not improve housing affordability in and of itself. A policy with a small impact may be necessary but not sufficient to increase housing affordability.
- A **moderate** impact is likely to directly result in development of new housing, such as 3% to 5% of needed housing. In terms of housing affordability, a moderate impact may not improve housing affordability in and of itself. A policy with a moderate impact may be necessary but not sufficient to increase housing affordability.
- A **large** impact is likely to directly result in development of new housing, , such as 5% to 10% (or more) of needed housing. In terms of housing affordability, a **large** impact may improve housing affordability in and of itself. A policy with a large impact may still need to work with other policies to increase housing affordability.

Land Use Regulations

The following policies focus on ways in which the City can modify its current land use regulations in order to increase housing affordability and available housing stock. Policies are broken into two categories: those that affect regulatory changes, and those which increase the land available for housing.

Strategy Name	Description	Scale of Impact
Regulatory Changes		
Administrative and Procedural Reforms	<p>Regulatory delay can be a major cost-inducing factor in development. Oregon has specific requirements for review of development applications. However, complicated projects frequently require additional analysis such as traffic impact studies, etc.</p> <p>A key consideration in these types of reforms is how to streamline the review process and still achieve the intended objectives of local development policies.</p>	<p>Scale of Impact - Small. The level of impact on production of housing and housing affordability will be small and will depend on the changes made to the city's procedures. Streamlining procedures may be necessary but not sufficient to increase housing production on its own.</p>
Expedited / Fast-tracked Building Permit	<p>Expedite building permits for pre-approved development types or building characteristics (e.g. green buildings).</p> <p>City of Bend offers expedited review and permitting for affordable housing. Any residential or mixed-use development that receives local, state or federal affordable housing funding is eligible to receive a written decision by the Planning Department within two weeks of the date of submittal. For projects that require more complex planning review, a decision will be written or the first public hearing will be held within six weeks of the date of submittal.</p>	<p>Scale of Impact - Small. Expedited permit processing will benefit a limited number of projects. It may be necessary but not sufficient to increase housing production on its own.</p>
Streamline Zoning Code and other Ordinances	<p>Complexity of zoning, subdivision, and other ordinances can make development more difficult, time consuming, and costly. Streamlining development regulations can result in increased development.</p> <p>As part of the streamlining process, cities may evaluate potential barriers to affordable workforce housing and multifamily housing. Potential barriers may include: height limitations, complexity of planned unit development regulations, parking requirements, and other zoning standards.</p> <p>Many of the remaining tools in this section focus on changes to the zoning code.</p>	<p>Scale of Impact - Small to moderate. The level of impact on production of housing and housing affordability will depend on the changes made to the zoning code and other ordinances.</p>

Strategy Name	Description	Scale of Impact
<p>Allow Small Residential Lots</p>	<p>Small residential lots are generally less than 5,000 sq. ft and sometimes closer to 2,000 sq ft. . This policy allows individual small lots within a subdivision. Small lots can be allowed outright in the minimum lot size and dimensions of a zone, or they could be implemented through the subdivision or planned unit development ordinances.</p> <p>This policy is intended to increase density and lower housing costs. Small-lots limit sprawl, contribute to a more efficient use of land, and promote densities that can support transit. Small lots also provide expanded housing ownership opportunities to broader income ranges and provide additional variety to available housing types.</p> <p>Cities across Oregon allow small residential lots, including many cities in the Metro area.</p>	<p>Scale of Impact – Small to moderate. Cities have adopted minimum lot sizes as small as 2,000 sq. ft. However, it is uncommon to see entire subdivisions of lots this small. Small lots typically get mixed in with other lot sizes. This tool generally increases density and amount of single-family detached and townhouse housing in a given area, decreasing housing costs as a result of decreasing amount of land on the lot.</p>
<p>Mandate Maximum Lot Sizes</p>	<p>This policy places an upper bound on lot size and a lower bound on density in single-family zones. For example, a residential zone with a 6,000 sq. ft. minimum lot size might have an 8,000 sq. ft. maximum lot size yielding an effective net density range between 5.4 and 7.3 dwelling units per net acre.</p> <p>This approach ensures minimum densities in residential zones by limiting lot size. It places bounds on building at less than maximum allowable density. Maximum lot sizes can promote appropriate urban densities, efficiently use limited land resources, and reduce sprawl development.</p> <p>This tool is used by some cities but is used less frequently than mandating minimum lot sizes.</p>	<p>Scale of Impact—Small to moderate. Mandating maximum lot size may be most appropriate in areas where the market is building at substantially lower densities than are allowed or in cities that do not have minimum densities.</p> <p>This tool generally increases density and amount of single-family detached and townhouse housing in a given area, decreasing housing costs as a result of decreasing amount of land on the lot.</p>

Strategy Name	Description	Scale of Impact
<p>Mandate Minimum Residential Densities</p>	<p>This policy is typically applied in single-family residential zones and places a lower bound on density. Minimum residential densities in single-family zones are typically implemented through maximum lot sizes. In multifamily zones, they are usually expressed as a minimum number of dwelling units per net acre. Such standards are typically implemented through zoning code provisions in applicable residential zones.</p> <p>This policy increases land-holding capacity. Minimum densities promote developments consistent with local comprehensive plans and growth assumptions. They reduce sprawl development, eliminate underbuilding in residential areas, and make provision of services more cost effective.</p> <p>Mandating minimum density is generally most effective in medium and high density zones where single-family detached housing is allowed. The minimum density ensures that low-density single-family housing is not built where higher-density multifamily housing could be built.</p>	<p>Scale of Impact—Small to moderate. Increasing minimum densities and ensuring clear urban conversion plans may have a small to moderate impact depending on the observed amount of underbuild and the minimum density standard.</p> <p>For cities that allow single-family detached housing in high density zones, this policy can result in a moderate or larger impact.</p>
<p>Increase Allowable Residential Densities</p>	<p>This approach seeks to increase holding capacity by increasing allowable density in residential zones. It gives developers the option of building to higher densities. This approach would be implemented through the local zoning or development code. This strategy is most commonly applied to multifamily residential zones.</p> <p>For cities with maximum densities, consider removing maximum allowable densities. This change may be most relevant.</p> <p>Higher densities increase residential landholding capacity. Higher densities, where appropriate, provide more housing, a greater variety of housing options, and a more efficient use of scarce land resources. Higher densities also reduce sprawl development and make the provision of services more cost effective.</p>	<p>Scale of Impact—Small to moderate. This tool can be most effective in increasing densities where very low density is currently allowed or in areas where a city wants to encourage higher density development.</p> <p>This tool generally increases density and amount of single-family detached and townhouse housing in a given area, decreasing housing costs as a result of decreasing amount of land on the lot.</p>

Strategy Name	Description	Scale of Impact
Allow Clustered Residential Development	Clustering allows developers to increase density on portions of a site, while preserving other areas of the site. Clustering is a tool most commonly used to preserve natural areas or avoid natural hazards during development. It uses characteristics of the site as a primary consideration in determining building footprints, access, etc. Clustering is typically processed during the site review phase of development review.	Scale of Impact—Moderate. Clustering can increase density, however, if other areas of the site that could otherwise be developed are not developed, the scale of impact can be reduced.
Reduced Parking Requirements	<p>Jurisdictions can reduce or eliminate minimum off-street parking requirements, as well as provide flexibility in meeting parking requirements. Reducing parking requirements positively impact development of any type of housing, from single-family detached to multifamily housing.</p> <p>Reduced parking requirements are most frequently used in conjunction of development of subsidized affordable housing, but cities like Portland have reduced or eliminated parking requirements for market-based multifamily housing in specific circumstances.</p> <p>City of Bend offers parking reductions for affordable housing and transit proximity. Parking for affordable housing units is 1 space per unit regardless of size, compared to 1 space per studio or 1 bedroom unit, 1.5 spaces per 2-bedroom unit, and 2 spaces per 3- or more bedroom unit for market-rate multifamily development or 2 spaces per market rate detached dwelling unit. Affordable housing units must meet the same eligibility criteria as for other City of Bend affordable housing incentives</p> <p>City of Portland offers parking exceptions for affordable housing and sites adjacent to transit. The City of Portland allows housing developments that meet the inclusionary zoning requirements to reduce parking requirements to zero if located near frequent transit service, and to exclude the affordable housing units from parking requirements for developments located further from frequent transit service. The City also allows market rate housing developments located near frequent transit service to provide little or no parking, depending on the number of units in the development.</p>	<p>Scale of Impact—Small to moderate.</p> <p>The City could require the developer to prove the need and public benefit or reducing parking requirements to increase housing affordability.</p> <p>Reducing parking requirements can have a moderate to large impact on housing affordability if little or no parking is required.</p>

Strategy Name	Description	Scale of Impact
Reduce Street Width Standards	<p>This policy is intended to reduce land used for streets and slow down traffic. Street standards are typically described in development and/or subdivision ordinances. Reduced street width standards are most commonly applied on local streets in residential zones. This strategy could be applied to alleys, when required, to ensure that alleys are relatively narrow to reduce development and maintenance costs.</p> <p>Narrower streets make more land available to housing and economic-based development. Narrower streets can also reduce long-term street maintenance costs.</p>	<p>Scale of Impact—Small. This policy is most effective in cities that require relatively wide streets.</p>
Preserving Existing Housing Supply	<p>Housing preservation ordinances typically condition the demolition or replacement of certain housing types on the replacement of such housing elsewhere, fees in lieu of replacement, or payment for relocation expenses of existing tenants. Preservation of existing housing may focus on preservation of smaller, more affordable housing. Approaches include:</p> <ul style="list-style-type: none"> • Housing preservation ordinances • Housing replacement ordinances • Manufactured home preservation • Single-room-occupancy ordinances • Regulating demolitions 	<p>Scale of Impact—Small to moderate. Preserving small existing housing can make a difference in the availability of affordable housing in a city but it is limited by the existing stock housing, especially smaller, more affordable housing. Cities with older housing stock are more likely to benefit from this policy.</p>

Strategy Name	Description	Scale of Impact
Inclusionary Zoning	<p>Inclusionary zoning policies tie development approval to, or provide regulatory incentives for, the provision of low- and moderate-income housing as part of a proposed development. Mandatory inclusionary zoning requires developers to provide a certain percentage of low-income housing. Incentive-based inclusionary zoning provides density or other types of incentives.</p> <p>The price of low-income housing passed on to purchasers of market-rate housing. Inclusionary zoning impedes the "filtering" process where residents purchase new housing, freeing existing housing for lower-income residents.</p> <p>Oregon's inclusionary zoning laws apply to structures with 20 or more multifamily units, with inclusion of units that are affordable at 80% of the median family income of the city.</p> <p>The City of Portland has implemented an inclusionary zoning program. While Portland's inclusionary zoning program is resulting in production of affordable multifamily units, there is considerable discussion and disagreement about the impact of number of multifamily units being built and potential changes in the location of units.</p>	<p>Scale of Impact—Small to moderate. Inclusionary zoning has recently been made legal in Oregon. The scale of impact would depend on the inclusionary zoning policies adopted by the city.</p>
Increasing Land Available for Housing		
Re-designate or rezone land for housing	<p>The types of land rezoned for housing are vacant or partially vacant low-density residential and employment land rezoned to multifamily or mixed use. In rezoning land, it is important to choose land in a compatible location, such as land that can be a buffer between an established neighborhood and other denser uses or land adjacent to existing commercial uses. When rezoning employment land, it is best to select land with limited employment capacity (i.e., smaller parcels) in areas where multifamily housing would be compatible (i.e., along transit corridors or in employment centers that would benefit from new housing).</p> <p>This policy change increases opportunity for comparatively affordable multifamily housing and provides opportunities for mixing residential and other compatible uses.</p> <p>Cities across Oregon frequently re-zone and re-designate land to address deficits of land for new housing.</p>	<p>Scale of Impact - Small to large. Scale of impact depends on the amount and location of land rezoned and the densities allowed on the rezoned land.</p>

Strategy Name	Description	Scale of Impact
Encourage multifamily residential development in commercial zones	<p>This tool seeks to encourage denser multifamily housing as part of mixed-use projects in commercial zones. Such policies lower or eliminate barriers to residential development in commercial or mixed-use zones. They include: eliminating requirements for non-residential uses in commercial zones (e.g., requirements for ground floor retail) or requiring minimum residential densities. This policy can increase opportunities for multifamily development on commercial or mixed-use zones or increase the density of that development. Cities across Oregon frequently encourage multifamily housing development in commercial zones, either as stand-alone residential buildings or as mixed-use buildings.</p>	<p>Scale of Impact – Small to moderate. Many cities already encourage multifamily housing in commercial zones. Further encouraging multifamily housing in commercial zones would likely have a small impact, as multifamily housing is allowed in many of the commercial areas where it would be desirable. Unless it is publicly subsidized, mixed-use development generally results in relatively costly housing because ground floor commercial development is relatively expensive.</p>
Transfer or Purchase of Development Rights	<p>This policy is intended to move development from sensitive areas to more appropriate areas. Development rights are transferred to “receiving zones” and can be traded and can increase overall densities. This policy is usually implemented through a subsection of the zoning code and identifies both sending zones (zones where decreased densities are desirable) and receiving zones (zones where increased densities are allowed). Transfer of development rights is done less frequently in Oregon, as cities generally zone land for higher density housing where they would like it to occur. This policy is frequently used by cities outside of Oregon.</p>	<p>Scale of Impact - Small to moderate. Actual impact will depend on the extent to which the policy is used. TDRs may have little impact on overall densities since overall density is not changed; rather it is moved around. TDRs can be used to encourage higher densities in selected areas.</p>
Provide Density Bonuses to Developers	<p>The local government allows developers to build housing at densities higher than are usually allowed by the underlying zoning. Density bonuses are commonly used as a tool to encourage greater housing density in desired areas, provided certain requirements are met. This strategy is generally implemented through provisions of the local zoning code and is allowed in appropriate residential zones. Bonus densities can also be used to encourage development of low-income or workforce affordable housing. An affordable housing bonus would allow for</p>	<p>Scale of Impact – Small to moderate. Cities provide density bonuses on a case-by-case basis, which results in a small and sometimes moderate impact in many cities. Density bonuses can have a greater impact on housing affordability</p>

Strategy Name	Description	Scale of Impact
	<p>more housing units to be built than allowed by zoning if the proposed project provides a certain number of affordable units.</p> <p>City of Bend offers affordable housing density and height bonuses. Qualifying affordable housing projects are eligible for a 10-foot building height bonus for multifamily housing when affordable housing units are gained and for a density bonus. The density increase is based on the percentage of affordable housing units within the proposed development: if 10% of the units are affordable, the maximum density is 110% of the standard maximum density. The maximum density bonus is 50% above the base density. Qualifying projects must be affordable to households at or below 60% of the AMI for rental housing and at or below 80% of the AMI for ownership housing, and require development agreements and restrictions to ensure continued affordability.</p> <p>Ashland has four different density bonuses, one of which is for development of affordable housing at higher densities and another for energy-efficient housing. Affordable housing projects meeting eligibility requirements (including rental housing affordable to households at or below 60% of AMI or ownership housing affordable to households at or below 80% of AMI for a minimum of 30 years) receive a density bonus of two units for each affordable housing unit provided, up to a maximum of a 35% increase in density.</p> <p>Kirkland Washington offers density bonuses for duplex, triplex, and cottage homes. Cottage homes (limited to 1,500 square feet of floor area) and two- and three-unit homes (up to 1,000 square feet of floor area average per unit) are allowed at double the density of detached dwelling units in the underlying zone.</p>	<p>when the bonus increases the number of affordable units developed.</p>

Increase Housing Types

The following policies focus on ways in which the City can increase the types of housing available in order to increase housing affordability. Policies focus on increasing housing density or the number of residents within existing City lots.

Strategy Name	Description	Scale of Impact
<p>Allow Duplexes, Cottage housing, Townhomes, Row Houses, and Tri-plexes and Quad-Plexes in low density zones</p>	<p>Allowing these housing types can increase overall density of residential development and may encourage a higher percentage of multifamily housing types. This approach would be implemented through the local zoning or development code and would list these housing types as outright allowable uses in appropriate residential zones. These housing types provide additional affordable housing options and allow more residential units than would be achieved by detached homes alone.</p> <p>House Bill 2001 requires cities to allow these housing types in single-family zones.</p>	<p>Scale of Impact – Small to moderate. Allowing these types of housing in more zoning districts may provide relatively few number of new, relatively affordable, housing opportunities.</p>
<p>Allow Cottage housing, Tri- and Quad-Plexes Townhomes, Row Houses, Stacked Townhouses, Cottage Courts, Duplex/Townhouse Courts, & Garden Apartments in medium density zones</p>	<p>Allowing these housing types can increase overall density of residential development and may encourage a higher percentage of multifamily housing types. This approach would be implemented through the local zoning or development code and would list these housing types as outright allowable uses in appropriate residential zones. These housing types provide additional affordable housing options and allow more residential units than would be achieved by detached homes alone.</p>	<p>Scale of Impact – Small to Large. Allowing these types of housing in more zoning districts may provide up to a large number of new, relatively affordable, housing opportunities. The scale of impact will depend, in part, on the amount of vacant or redevelopable land in medium density zones, as well as the types of housing newly allowed in the medium density zone.</p>

Strategy Name	Description	Scale of Impact
<p>Allow Stacked Townhouses, Garden Apartments and larger-scale Apartments in high density zones</p>	<p>Allowing these housing types can increase overall density of residential development and may encourage a higher percentage of multifamily housing types. This approach would be implemented through the local zoning or development code and would list these housing types as outright allowable uses in appropriate residential zones. These housing types provide additional affordable housing options and allow more residential units than would be achieved by detached homes alone.</p>	<p>Scale of Impact – Small to Large. Allowing these types of housing in more zoning districts may provide up to a large number of new, relatively affordable, housing opportunities. The scale of impact will depend, in part, on the amount of vacant or redevelopable land in high density zones, as well as the types of housing newly allowed in the high density zone.</p>
<p>Allow Live-Work housing or Mixed-use housing in commercial zones</p>	<p>Allowing these housing types can increase overall density of residential development and may encourage a higher percentage of multifamily housing types. This approach would be implemented through the local zoning or development code and would list these housing types as outright allowable uses in appropriate residential zones. These housing types provide additional affordable housing options and allow more residential units than would be achieved by detached homes alone.</p>	<p>Scale of Impact – Small to Large. Allowing these types of housing in more zoning districts may provide up to a large number of new, relatively affordable, housing opportunities.</p>
<p>Remove barriers to Development of Accessory Dwelling Units (ADUs) in single-family zones</p>	<p>As of July 1, 2018, ORS 197.312 requires cities to allow at least one ADU for each detached single-family dwelling in areas zoned for detached single-family dwellings. Jurisdictions can make development of ADUs more likely by limiting restrictive standards and procedures, such as reducing systems development charges for ADUs, reducing or eliminating parking requirements, or allowing ADUs regardless of where the primary dwelling is owner-occupied.</p>	<p>Scale of Impact - Small. Oregon law recently changed to require cities to allow ADUs.</p>

Strategy Name	Description	Scale of Impact
Allow small or “tiny” homes	<p>“Tiny” homes are typically dwellings that are 500 square feet or smaller. Some tiny houses are as small as 100 to 150 square feet. They include stand-alone units or very small multifamily units.</p> <p>Tiny homes can be sited in a variety of ways: locating them in RV parks (they are similar in many respects to Park Model RVs), tiny home subdivisions, or allowing them as accessory dwelling units.</p> <p>Smaller homes allow for smaller lots, increasing land use efficiency. They provide opportunities for affordable housing, especially for homeowners. Portland and Eugene allow tiny homes as temporary shelter for people experiencing homelessness.</p>	<p>Scale of Impact - Small: Scale of impact depends on regulation of tiny homes, where they are allowed, and market demand for tiny homes.</p>

Lower Development or Operational Costs

The following policies focus on ways in which the City and other entities involved in development can provide financial assistance to lower development or operational costs in a city in order to increase housing affordability and available housing stock.

Strategy Name	Description	Scale of Impact
<p>Programs or policies to lower the cost of development</p> <p>Parcel assembly</p>	<p>Parcel assembly involves the city’s ability to purchase lands for the purpose of land aggregation or site assembly. It can directly address the issues related to limited multifamily lands being available in appropriate locations (e.g., near arterials and commercial services). Typical goals of parcel assembly programs are: (1) to provide sites for rental apartments in appropriate locations close to services and (2) to reduce the cost of developing multifamily rental units</p> <p>Parcel assembly can lower the cost of multifamily development because the City is able to purchase land in strategic locations over time. Parcel assembly is often associated with development of affordable housing (affordable to households with income below 60% of MFI), where the City partners with nonprofit affordable housing developers.</p> <p>Parcel assembly can be critically important role for cities to kick start quality affordable housing and work force housing projects that can be positive catalysts too for market rate development.</p>	<p>Scale of Impact - Small to large. Parcel assembly is most likely to have an effect on a localized area, providing a few opportunities for new multifamily housing development over time.</p>

Strategy Name	Description	Scale of Impact
Land Banking	<p>Land banks support housing development by reducing or eliminating land cost from development, with the goal of increasing the affordability of housing. They can take several forms. Many are administered by a non-profit or non-governmental entity with a mission of managing a portfolio of properties to support affordable housing development over many years or decades. Ideally, a land bank is set up to manage financial and administrative resources, including strategic property disposal, for the explicit purpose of supporting affordable housing development. Cities can partner with non-profits or sometimes manage their own land banks. Cities may also donate, sell, or lease publicly-owned land for the development of affordable housing even without a formal 'land bank' organization.</p> <p>Land banks are purposed for short-term ownership of lands. Lands acquired are often vacant, blighted, or environmentally-contaminated. Land banks may also acquire lands with title defects or of which derelict structures sit. Lands are eventually transferred to a new owner for reuse and redevelopment.</p>	<p>Scale of Impact - Small to large. A land bank will have the biggest impact on production of low- and moderate-income affordable housing. Considering how difficult it is to build this type of affordable housing and the level of need for affordable housing, a land trust could increase nonprofits' capacity to build affordable housing.</p>
Land Trusts	<p>A land trust is typically a nonprofit organization that owns land and sells or leases the housing on the land to income-qualified buyers. Because the land is not included in the housing price for tenants / buyers, land trusts can achieve below-market pricing. Land trusts are most commonly used as a method for supporting affordable home ownership goals.</p> <p>Land trusts are purposed for long-term stewardship of lands and buildings. Lands / buildings acquired may have need for remediation or redevelopment. Lands / buildings may have also been acquired to preserve affordability, prevent deferred maintenance, or protect against foreclosure</p> <p>Proud Ground (Portland Metro Area) was founded in 1999 and has grown into one of the largest community land trusts in the country. The organization focuses on affordable homeownership and controls ground leases associated with 270 homes in Multnomah, Washington, Clackamas, and Clark County.</p>	<p>Scale of Impact - Small to large. A land trust will have the biggest impact on production of low- and moderate-income affordable housing. Considering how difficult it is to build this type of affordable housing and the level of need for affordable housing, a land trust could increase nonprofits' capacity to build affordable housing.</p>
Public Land Disposition	<p>The public sector sometimes controls land that has been acquired with resources that enable it to dispose of that land for private and/or nonprofit redevelopment. Land acquired with funding sources such as tax increment, EB-5, or through federal resources such as CDBG or HUD Section 108 can be sold or leased at below market rates for various projects to help achieve</p>	<p>Scale of Impact – Small to moderate. Depends on whether the City has surplus land that would be appropriate for future housing development.</p>

Strategy Name	Description	Scale of Impact
	<p>redevelopment objectives. This increases development feasibility by reducing development costs and gives the public sector leverage to achieve its goals via a development agreement process with the developer. Funding can come from Tax Increment, CDBG/HUD 108, or EB-5.</p> <p>Cities across Oregon use publicly land to support affordable and market-rate of housing development. In some cases, municipalities put surplus public land into land banks or land trusts.</p> <p>Tri-Met is evaluating re-use of construction staging sites for future affordable housing and/or transit-orient development sites.</p> <p>Cottage Grove is working with the school district to discuss and plan for use of surplus school district land for future housing development.</p>	
<p>Reduced / Waived Building Permit fee, Planning fees, or SDCs</p>	<p>Programs that reduce various development fees as an incentive to induce qualifying types of development or building features. There are a number of avenues to seek reduced or waived fees. For example, stormwater improvements can be made through the Commercial Stormwater Fee Reduction. There are commonly used tools, often implemented in conjunction with development agreements or other development negotiation processes.</p> <p>City of Portland offers SDC exemptions for affordable housing. Portland’s SDC Exemption Program exempts developers of qualifying affordable housing projects from paying SDCs levied by the City of Portland for transportation, water, parks and environmental services. Eligible rental projects must serve households earning at or below 60% of the AMI for a 60-year period. Portland also offers SDC waivers for development of ADUs.</p> <p>City of McMinnville offers SDC exemptions and reduced permit fees for affordable housing. Building and planning permit fees for new or remodel housing construction projects are reduced by 50% for eligible projects and SDCs for transportation, wastewater and parks are exempted at 100%. Reductions/exemptions are prorated for mixed use or mixed-income developments. The property must be utilized for housing for low-income persons for at least 10 years or the SDCs must be paid to the city.</p>	<p>Scale of Impact - Small.</p>
<p>Scaling SDCs to Unit Size</p>	<p>Cities often charge a set SDC per dwelling unit, charging the same SDCs for large single-family detached units as for small single-family detached units or accessory dwelling units. Some cities have started scaling SDC based on the</p>	<p>Scale of Impact – Small to moderate</p>

Strategy Name	Description	Scale of Impact
	<p>size of the unit in square feet. Offering lower SDC for smaller units can encourage development of smaller units, such as small single-family detached units or cottage cluster units.</p> <p>Newport Oregon scales SDCs for water, wastewater, stormwater, and transportation. The City has a base SDC rate (per square foot) of built space. For example, a 1,000 square foot unit would be charged \$620 for water SDC (\$0.62 per square foot). A 2,000 square foot unit would be charged \$1,204 for the water SDC (\$0.62 per square foot for the first 1,700 square feet and \$0.50 for the additional 300 square feet).</p>	
SDC Financing Credits	<p>May help to offset the an SDC charge, which is a one-time fee that is issued when there is new development or a change in use.</p> <p>SDC financing enables developers to stretch their SDC payment over time, thereby reducing upfront costs. Alternately, credits allow developers to make necessary improvements to the site in lieu of paying SDCs. Note that the City can control its own SDCs, but often small cities manage them on behalf of other jurisdictions including the County and special districts. SDCs are granted when the project makes lasting improvements, such as improving roads, reducing number of trips, create or improve parks or recreational centers, and permanently removing water services.</p>	<p>Scale of Impact – Small to moderate. The City may consider changes in SDCs to allow financing but the City would want to ensure that the impact should be spread-out and non-negatively impact one entity.</p>
Sole Source SDCs	<p>Retains SDCs paid by developers within a limited geographic area that directly benefits from new development, rather than being available for use city-wide. This enables SDC-eligible improvements within the area that generates those funds to keep them for these improvements. Improvements within smaller areas can enhance the catalytic and redevelopment value of the area. This tool can also be blended with other resources such as LIDs and Urban Renewal (Tax Increment Financing). Funding can come from an SDC fund or general fund. In some cases, there may be no financial impact. The housing can come in the form of student, low-income, or workforce housing.</p>	<p>Scale of Impact – Small to moderate. Depends on how the tool is implemented and whether it is used with other tools, such as LIDs or Urban Renewal.</p>
Fees or Other Dedicated Revenue	<p>Directs user fees into an enterprise fund that provides dedicated revenue to fund specific projects. Examples of those types of funds can include parking revenue funds, stormwater/sewer funds, street funds, etc. The City could also use this program to raise private sector funds for a district parking garage wherein the City could facilitate a program allowing developers to pay fees-in-</p>	

Strategy Name	Description	Scale of Impact
Reimbursement District	<p>lieu or “parking credits” that developers would purchase from the City for access “entitlement” into the shared supply. The shared supply could meet initial parking need when the development comes online while also maintaining the flexibility to adjust to parking need over time as elasticity in the demand patterns develop in the district and influences like alternative modes are accounted for. Funding can come from residents, businesses, and developers. Also, these fees or revenues allow for new revenue streams into the City.</p> <p>A Reimbursement District is a cost sharing mechanism, typically initiated by a developer. The purpose is to provide a reimbursement method to the developer of an infrastructure improvement, through fees paid by property owners at the time the property benefits from the improvement. A developer applies to create a Reimbursement District by demonstrating benefit to properties beyond their own. In addition, the size of the improvement must be measurably greater than would otherwise be ordinarily required for the improvement</p> <p>Eligible Reimbursement District projects typically include (but are not limited to) construction or connections of a sewer, water, storm water or street improvements. Applications typically include: a fee sufficient to cover the cost of administrative review, a description of the project, properties that would be impacted, and a detailed methodology and calculation of how the estimated costs would be reimbursed by payments from benefitted properties over a specified timeframe. A report from the City Engineer is generated in review of the submitted application. After a public hearing process, the council will approve, reject or modify the proposal. The approval of a Reimbursement District results in a resolution and distribution of notice among benefitted properties before construction can begin.</p> <p>Benefitted properties must pay the Reimbursement Fee when they make a physical connection to the improvement (or in the case of a sewer project, when the benefitted property creates an impervious surface that drains into the public sewer) within the Reimbursement District Area. Reimbursement fees are collected by the City and are distributed to the developer for the duration of the Reimbursement District, which are typically 10-15 years.</p> <p>Paid by benefitted properties at the time the property benefits from the improvement, typically at connection to the sewer, water or storm drain system.</p>	<p>Scale of Impact – Small to moderate.</p>

Strategy Name	Description	Scale of Impact
Linkage Fees	<p>Linkage fees are charges on new development, usually commercial and / or industrial development only, that can be used to fund affordable housing. To implement them, a city must undertake a nexus study that identifies a legal connection between new jobs housed in the developments, the wages those jobs will pay, and the availability of housing affordable to those employees.</p> <ul style="list-style-type: none"> • Can be used for acquisition and rehabilitation of existing affordable units. • Can be used for new construction. 	Scale of Impact – Small to moderate.
Tax abatement programs that decrease operational costs by decreasing property taxes Vertical Housing Tax Abatement (Locally Enabled and Managed)	<p>The 2017 Legislature passed legislation moving the administration of Vertical Housing Program from Oregon Housing and Community Services (OHCS) to the local City and County beginning Oct 6th, 2017. OHCS no longer administers this program.</p> <p>The legislation subsidizes "mixed-use" projects to encourage dense development or redevelopment by providing a partial property tax exemption on increased property value for qualified developments. The exemption varies in accordance with the number of residential floors on a mixed-use project with a maximum property tax exemption of 80 percent over 10 years. An additional property tax exemption on the land may be given if some or all of the residential housing is for low-income persons (80 percent of area is median income or below).</p>	Scale of Impact – Small to moderate. The design of the tax abatement program will impact whether and how many developers use the tax abatement, which will affect the scale of the impact.
Multiple-Unit Limited Tax Exemption Program (Locally Enabled and Managed)	<p>Through the multifamily tax exemption, a jurisdiction can incent diverse housing options in urban centers lacking in housing choices or workforce housing units. Through a competitive process, multi-unit projects can receive a property tax exemption for up to ten-years on structural improvements to the property. Though the state enables the program, each City has an opportunity to shape the program to achieve its goals by controlling the geography of where the exemption is available, application process and fees, program requirements, criteria (return on investment, sustainability, inclusion of community space, percentage affordable or workforce housing, etc.), and program cap. The City can select projects on a case-by-case basis through a competitive process.</p> <p>The passing of HB 2377 - Multiunit Rental Housing Tax Exemption allows cities and counties to create a property tax exemption for newly rehabilitated or newly constructed multi-unit rental housing within their boundaries depending on the</p>	Scale of Impact – Small to moderate. The design of the tax abatement program will impact whether and how many developers use the tax abatement, which will affect the scale of the impact.

Strategy Name	Description	Scale of Impact
	<p>number of units made available to low-income households, for up to 10 consecutive years. The bill was crafted to strengthen the connection to affordability by requiring cities and counties to establish a schedule in which the number of years an exemption is provided increases directly with the percentage of units rented to households with an annual income at or below 120 percent of MFI, and at monthly rates that are affordable to such households. While not specifically referenced in the measure, ORS 308.701 defines “Multi-unit rental housing” as: “(a) residential property consisting of four or more dwelling units” and; “does not include assisted living facilities.”</p> <p>All new multifamily units that are built or renovated that offer rent below 120% of AMI are potentially eligible for this tax exemption. In a city with an AMI of \$55,000 (common outside of Portland), that’s rent of \$1,650 per month or less. The tax exemption is for all taxing districts which is administered by the City. Due to this, smaller jurisdictions may have more trouble managing this program.</p> <p>Local taxing jurisdictions that agree to participate—cities, school districts, counties, etc.</p> <p>The City of Eugene offers a ten-year Multi-Unit Property Tax Exemption (MUPTe) for projects in its eastern downtown core. Eugene’s criteria for granting MUPTe include: Project must provide 5 or more units of housing (not including student housing), development must meet minimum density standards, development must comply with minimum green building requirements, a portion of construction and other contracting requirements must be through local business, the development must provide 30% of the units affordable at 100% of AMI or pay a fee of 10% of the value of the tax abatement toward supporting moderate income housing development, demonstrate that the project would not be financially feasible without the exemption by providing 10-year pro forma with and without MUPTe and comply with other criteria.</p> <p>The City of Salem’s Multi-Unit Housing Tax Incentive Program (MUHTIP) was adopted in 2012 to spur the construction of “transit supportive” 6 multi-unit housing in the city’s downtown core. In order to qualify for the exemption,</p>	

⁶ City of Salem, “Multi Unit Housing Tax Incentive Program,” <https://www.cityofsalem.net/Pages/multi-unit-housing-tax-incentive-program.aspx>.

Strategy Name	Description	Scale of Impact
<p>Nonprofit Corporation Low Income Housing Tax Exemption</p> <p>and</p> <p>Low-Income Rental Housing Tax Exemption</p>	<p>projects must consist of at least two dwelling units, be located in the city's "core area," and include at least one public benefit.</p> <p>Note: These are two separate tax exemptions available under statute (ORS 307.515 to 307.523 / ORS 307.540 to 307.548). They are grouped together for their similarities (but differences are noted).</p> <p>Land and improvement tax exemption used to reduce operating costs for regulated affordable housing affordable at 60% AMI or below. Requires the City to adopt standards and guidelines for applications and enforcement mechanisms.</p> <p>The low-income rental housing program exemption lasts 20 years. The nonprofit corporation low-income housing program must be applied for every year but can continue as long as the property meets the criteria. Rents must reflect the full value of the property tax abatement and City can add additional criteria.</p> <p>There is no requirement that construction must be complete prior to application. Programs both work well in tandem with other incentives, such as land banking.</p>	<p>Scale of Impact – Small to moderate. The exemption reduces operating costs, meaning it is a tool more useful to property owners of affordable housing projects. Developers, who do not own and operate their own projects, may be less inclined to use the program.</p>

Funding Sources to Support Residential Development

The following policies focus on ways to pay for the costs of implementing the affordable housing programs and infrastructure development.

Strategy Name	Description	Scale of Impact
<p>Urban Renewal / Tax Increment Finance (TIF)</p>	<p>Tax increment finance revenues are generated by the increase in total assessed value in an urban renewal district from the time the district is first established. As property values increase in the district, the increase in total property taxes (i.e., City, County, school portions) is used to pay off the bonds. When the bonds are paid off, the entire valuation is returned to the general property tax rolls. TIFs defer property tax accumulation by the City and County until the urban renewal district expires or pays off bonds. Over the long term (most districts are established for a period of 20 or more years), the district could produce significant revenues for capital projects. Urban renewal funds can be invested in the form of low-interest loans and/or grants for a variety of capital investments:</p> <ul style="list-style-type: none"> • Redevelopment projects, such as mixed-use or infill housing developments • Economic development strategies, such as capital improvement loans for small or startup businesses which can be linked to family-wage jobs • Streetscape improvements, including new lighting, trees, and sidewalks • Land assembly for public as well as private re-use • Transportation enhancements, including intersection improvements • Historic preservation projects • Parks and open spaces <p>Urban renewal is a commonly used tool to support housing development in cities across Oregon.</p>	<p>Scale of Impact – Moderate to Large. Urban Renewal funding is a flexible tool that allows cities to develop essential infrastructure or provides funding for programs that lower the costs of housing development (such as SDC reductions or low interest loan programs). Portland used Urban Renewal to catalyze redevelopment across the City, including the Pearl District and South Waterfront.</p>

<p>Construction Excise Tax (CET)</p>	<p>Funds land use planning throughout the region by taxing construction permits. CET is a tax assessed on construction permits issued by local cities and counties. The tax is assessed as a percent of the value of the improvements for which a permit is sought, unless the project is exempted from the tax. In 2016, the Oregon Legislature passed Senate Bill 1533 which permits cities to adopt a construction excise tax (CET) on the value of new construction projects to raise funds for affordable housing projects. CETs may be residential only, commercial only, or residential and commercial. If the City were to adopt a CET, the tax would be up to 1% of the permit value on residential construction and an uncapped rate on commercial and industrial construction. The allowed uses for CET funding are defined by the state statute. The City may retain 4% of funds to cover administrative costs. The funds remaining must be allocated as follows, if the City uses a residential CET:</p> <ul style="list-style-type: none"> • 50% must be used for developer incentives (e.g. fee and SDC waivers, tax abatements, etc.) • 35% may be used flexibly for affordable housing programs, as defined by the jurisdiction. • 15% flows to Oregon Housing and Community Services for homeowner programs. <p>If the City implements a CET on commercial or industrial uses, 50% of the funds must be used for allowed developer incentives and the remaining 50% are unrestricted. The rate may exceed 1% if levied on commercial or industrial uses. The City of Portland's CET went into effect in 2016. It levies a 1% CET on residential, commercial, and industrial development valued at \$100,000 or more, with all revenues going toward affordable housing. The revenues pay for production of housing at or below 60% AMI, developer incentives for inclusionary zoning, along with state homeownership programs.</p> <p>City of Bend adopted a CET of 0.3% on residential, commercial, and industrial development in 2006, with revenues dedicated to loans to fund developments by profit and nonprofit affordable housing developers. The fee has raised \$11 million as of 2016, allowing the City to lend money to fund 615 units. The fund has leveraged \$63 million in state and federal funding and \$14 million in equity.</p> <p>The City of Milwaukie adopted a CET on commercial, residential, and industrial development in November of 2017. The City exempted deed-restricted affordable</p>	<p>Scale of Impact – Depends on the amount of funding available.</p>
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	<p>housing, ADUs, and improvements less than \$100,000 from paying the CET. The adopting ordinance allocates funds as required by state statutes, specifying that flexible funds from the commercial improvements will be used 50% toward housing programs in areas making up to 120% of MFI, and 50% for economic development programs in areas with sub-area plans (such as Downtown and Riverfront, and the City's urban renewal areas).</p>	
<p>General Fund and General Obligation (GO) Bonds</p>	<p>Allows funding for a project that is not dependent on revenue from the project to back the bond.</p> <p>City can use general fund monies on hand or can issue bonds backed by the full faith and credit of the city to pay for desired public improvements.</p> <p>Property taxes are increased to pay back the GO bonds.</p> <p>City of Portland passed \$258 million bond for affordable housing in 2016. The goal of the bond is to build or preserve up to 1,300 units in the next five to seven years. The city issued a request for information to solicit interest in acquiring properties or land under the affordable housing bond. The city is looking for opportunities to acquire existing properties of 20 or more units, or vacant land that is appropriately zoned for 20+ housing units, and is looking for both traditional and nontraditional development opportunities.</p>	<p>Scale of Impact – Moderate to large. GO Bonds can be used to develop essential infrastructure or provides funding for programs that lower the costs of housing development (such as SDC reductions or low interest loan programs).</p>
<p>Local Improvement District (LID)</p>	<p>Enables a group of property owners to share the cost of a project or infrastructural improvement.</p> <p>A special assessment district where property owners are assessed a fee to pay for capital improvements, such as streetscape enhancements, underground utilities, or shared open space. For residential property, the estimated assessment cannot exceed the pre-improvement value of the property based on assessor records.</p> <p>An ordinance must be passed through a public hearing process which must be supported by a majority of affected property owners. Part of this process includes an estimation of the improvement costs and the portion of those costs in which property owners will be responsible to pay for. The public hearing process allows for LIDs to be challenged by property owners.</p> <p>The City collects the funds and regardless if the actual cost is greater than the estimated cost (on which the assessment was based), the City may make a deficit assessment for the additional cost, which would be prorated among all benefitted properties. Another public hearing would be held, in the event that an additional assessment were placed property owners (due to underestimation).</p>	<p>Scale of Impact – Depends on the amount of funding available and Bonding capacity.</p>

<p>General Fund Grants or Loans</p>	<p>A city can use general fund or tax increment dollars to directly invest in a specific affordable housing projects. These grants or loans can serve as gap funding to improve development feasibility. There are several options for using general fund grants or loans, including the potential for bonds to generate upfront revenue that is repaid over time, as recently approved in the City of Portland. Another option is to use general fund dollars to contribute to other programs that are successfully operating, such as non-profit land trusts or even other government agencies that have the administrative capacity to maintain compliance requirements over time, using intergovernmental agreements.</p>	<p>Scale of Impact – Depends on the amount of funding available.</p>
<p>Transient Lodging Tax (TLT)</p>	<p>Generates revenue by primarily taxing tourists and guests using temporary lodging services. Taxes for temporary lodging at hotels, motels, campgrounds, and other temporary lodgings. Oregon has a statewide TLT and cities and counties can also charge a local TLT subject to certain limitations. The statutes specify that 70% must be used for tourism promotion or tourism related facilities and 30% is unrestricted in use, and there cannot be a reduction of the total percent of room tax. The state tax is specified at 1.8%; local government tax rates vary as local governments set the rate for their jurisdiction by ordinance. Cities and counties may impose taxes on transient lodging. Alternatively, some cities have an agreement for the county to impose the tax and cities share in a percent of the revenue.</p>	<p>Scale of Impact – Small. The amount of funding from TLT is likely to be relatively small, given that only 30% of TLT funds have unrestricted use.</p>
<p>CDBG</p>	<p>The Community Development Block Grants program is a flexible program that provides annual grants on a formula basis to both local governments and States. Grants are awarded on a 1, 2, or 3-year period. It is required that at least 70% of the CDGB funds are used for activities that benefit low- and moderate- income. Additionally, each activity must address any threats to health or welfare in the community (for which other funding is unavailable). These funds can be used for acquisition and rehabilitation of existing affordable units, as well as new construction that prioritizes community development efforts.</p>	<p>Scale of Impact – Depends on the amount of funding available.</p>



CITY OF TROUTDALE



STAFF REPORT

SUBJECT / ISSUE: A Discussion about extending the Temporary Sewer System Development Charge Subsidy for Development of New and Expanded Food And Beverage Establishments in the Town Center Overlay District.

MEETING TYPE:
City Council Regular Mtg.

STAFF MEMBER:
Chris Damgen, and Ray Young

MEETING DATE:
May 26, 2020

DEPARTMENT:
Planning

ACTION REQUIRED:
Information / Discussion

ADVISORY COMMITTEE/COMMISSION RECOMMENDATION:

PUBLIC HEARING:
No

N/A

Comments:

STAFF RECOMMENDATION: Discuss and provide Staff direction on a possible resolution extending the temporary subsidy for sewer SDC fees.

EXHIBITS: A. The Staff Report from the previous discussion and the approved resolution

SUBJECT / ISSUE RELATES TO:

Council Goals

Legislative

Other (describe)

- *Continue to support desirable development plans consistent with feasible public financial constraints.*

ISSUE / COUNCIL DECISION & DISCUSSION POINTS:

- ◆ Public input to Staff and the Town Center Committee indicates more dining options in the Central Business District continue to be desirable.
- ◆ System Development Charges are based on a project's impact on the system infrastructure to avoid negative impact on residential utility customers.
- ◆ Restaurants have a significant impact on the sanitary sewer system which results in higher sewer SDC costs and can discourage development projects.
- ◆ A temporary and targeted cost reduction may encourage new restaurant projects.
- ◆ With the impact of COVID 19 should we continue this incentive.

Reviewed and Approved by City Manager:

BACKGROUND:

In September 2017, the 21 member Town Center Committee (TCC), was tasked to review and prepare a comprehensive update to the 20-year-old Town Center Plan. The TCC has conducted public outreach and engagement, has identified increased demand additional dining options in the Central Business District of the Town Center.

There has been increased interest in food and beverage projects in the downtown from the development community. This has included interest from new construction and expansion or conversion of existing commercial space. Restaurants have a real and significant impact on the sanitary sewer system infrastructure. To prevent residential utility customers from unfair cost burdens System Development Charges (“SDC”) are designed to impose an equitable share of costs upon projects based on their those developments on the infrastructure system. The Sewer System SDC costs are higher for restaurants because of their significant impact on the system.

Based upon these considerations the Council approved a one-year reduction in SDC sewer charges for food service businesses as follows:

- 50% fee subsidy for Sewer SDC fees for Restaurants
- 40% fee subsidy for Sewer SDC fees for Pizza Parlors
- 30% fee subsidy for Sewer SDC fees for Lounge/Bar/Taverns

The fee subsidy was be paid by the City General Fund to avoid unnecessarily and unfairly burdening monthly utility rate payers with system infrastructure costs required to support new developments. For many years the City’s customary practice has been to ensure the full SDC fee is collected, whereby the City pays any discounted amount of SDC fees from general government revenues.

As of today, only one business has requested the subsidy. Good Coffee is coming soon to the prior Calcagno Cellars building across from old City Hall. The subsidy for that business cost the City, and saved Good Coffee, about \$4500.00. There may be a few others eligible this budget year, or may wish to benefit from it next budget year that Staff is aware of.

Staff has included in the Proposed Budget for FY 2020-2021 \$100,000 as an economic development incentive expense just in case the City continues the program.

Staff needs direction on several issues related to this incentive. First, of course, does the Council want to continue the program in the same format for another year. Second, does the Council want to continue to restrict the geographical area, or expand it to other areas of the City?

The third issue that the Staff would like clarity is how exactly how we calculate the subsidy. In general terms, an SDC charge is based upon a very specific calculation. The size and type of food business, and its seating size, are plugged into a formula to get a sewer charge. However, if the space has paid a previous sewer SDC a credit is applied to the amount owed.

By way of example, a coffee shop comes to town and takes over a space previously occupied by a winery type business. The straight up coffee shop SDC sewer charge is \$17,802. The previous winery business had a lower rated impact on the sewer system and paid only \$8,802 when it came to town. This previous winery payment acts as a credit toward the coffee shop's SDC charge. The coffee shop now owes \$9,000 as its actual SDC charge. ($\$17,802 - \$8,802 = \$9,000$)

In this scenario therein lies the question which Staff wants clarification. At what point is the 50% discount applied in the calculation, before or after the credit from the previous owner? Staff has implemented the previous resolution by applying the discount from the "bottom line", what is owed after any prior sewer SDC credits. In the scenario above, the coffee shop doesn't pay \$9,000, but \$4500.

However, the issue has been raised as to whether we should be applying to the discount before the credit is applied. In the case of the coffee shop if you apply the 50% reduction to the "gross" charge, and then give the credit, you get a much lower SDC, \$198! ($\$17,802 \times 50\% - \$8,802 = \198)

The alternate calculation creates a situation where a new business pays little or no SDC charge even though, as in this scenario, it doubled the impact on the sewer system from the prior use. The Staff recommends and asks that the Council affirm its interpretation of the prior resolution, if it extends the subsidy. The reduction should be applied only to the "bottom line" sewer SDC charge after credits, if any.

SUMMARY:

The resolution that Staff would propose for the Council's consideration, at a future meeting, provides for an extension of the above referenced program for one more year, with any modifications suggested by Council.

PROS AND CONS:

- A.** An extension would provide a temporary and targeted development incentive to expand dining options in the Central Business District.
- B.** An extension could require an expenditure from the General Fund.
- C.** Not approving the extension and not providing development incentive to expand dining options in the Central Business District may inhibit development.

Current Year Budget Impacts: Yes (*describe*) N/A
\$4500 previously mentioned in current year

Future Fiscal Impacts: Yes (*describe*) N/A
Unknown amount dependent on development projects, \$100,000 budgeted limit.

City Attorney Approved: Yes N/A

Community Involvement Process: Yes (*describe*) N/A



CITY OF TROUTDALE



STAFF REPORT

SUBJECT / ISSUE: A Resolution Establishing a Temporary Sewer System Development Charge Subsidy for Development of New and Expanded Food And Beverage Establishments in the Town Center Overlay District.

<p>MEETING TYPE: City Council Regular Mtg.</p> <p>MEETING DATE: April 9, 2019</p>	<p>STAFF MEMBER: Chris Damgen, and Erich Mueller</p> <p>DEPARTMENT: Planning</p>
<p>ACTION REQUIRED: Resolution</p> <p>PUBLIC HEARING: No</p>	<p>ADVISORY COMMITTEE/COMMISSION RECOMMENDATION: N/A</p> <p>Comments:</p>

STAFF RECOMMENDATION: Discuss and provide Staff direction on the proposed resolution providing a temporary subsidy for sewer SDC fees.

EXHIBITS: none

SUBJECT / ISSUE RELATES TO:

- Council Goals
 Legislative
 Other (describe)
- *Continue to support desirable development plans consistent with feasible public financial constraints.*

ISSUE / COUNCIL DECISION & DISCUSSION POINTS:

- ◆ Public input to Staff and the Town Center Committee indicates more dining options in the Central Business District is desirable.
- ◆ System Development Charges are based on a project’s impact on the system infrastructure to avoid negative impact on residential utility customers.
- ◆ Restaurants have a significant impact on the sanitary sewer system which results in higher sewer SDC costs and can discourage development projects.
- ◆ A temporary and targeted cost reduction may encourage new restaurant projects.

Reviewed and Approved by City Manager: 

BACKGROUND:

In September 2017 the 21 member Town Center Committee (TCC), was established and tasked to review and prepare a comprehensive update to the 20-year-old Town Center Plan. The TCC has conducted public outreach and engagement, has identified increased demand additional dining options in the Central Business District of the Town Center.

There has been increased interest in food and beverage projects in the downtown from the development community. This has included interest from new construction and expansion or conversion of existing commercial space. Restaurants have a real and significant impact on the sanitary sewer system infrastructure. To prevent residential utility customers from unfair cost burdens System Development Charges (“SDC”) are designed to impose an equitable share of costs upon projects based on their those developments on the infrastructure system. The Sewer System SDC costs are higher for restaurants because of their significant impact on the system.

These higher Sewer System SDC costs make a restaurant project more challenging for a developer as compared to other commercial non-restaurant projects. The other SDC system fees are relatively comparable for different types of projects as Parks SDC does not apply to commercial projects, water SDC is based on meter size for the physical building, and storm is based on impervious surface.

The City Council had a “storefronts” program back in 2010-2011 which had mixed results. While costs were lowered for the new businesses, the General Fund paid the difference to ensure the SDC funds were kept “whole” recognizing that the infrastructure impact of the projects was real.

As an economic development activity a targeted Sewer SDC fee subsidy for new restaurant development projects may provide sufficient incentive to establish a couple of new dining options in the Central Business District.

Current Status:

As requested, Staff proposes the following temporary targeted Sewer SDC fee subsidy for new food and beverage development projects in the Central Business District.

50% fee subsidy for Sewer SDC fees for Restaurants

40% fee subsidy for Sewer SDC fees for Pizza Parlors

30% fee subsidy for Sewer SDC fees for Lounge/Bar/Taverns

The fee subsidy would be paid by the City General Fund to avoid unnecessarily and unfairly burdening monthly utility rate payers with system infrastructure costs required to support new

developments. For many years the City's customary practice has been to ensure the full SDC fee is collected, whereby the City pays any discounted amount of SDC fees from general government revenues.

The fee subsidy program would be for eligible Sewer SDC fees due from July 1, 2019 through June 30, 2020. At that time, it is anticipated that an updated Town Center Plan will have been completed and approved by City Council, and policy recommendations by the Town Center Committee could shape long-term decision-making related to this issue.

The actual amount of SDC fee subsidy used could be zero, or an amount less than the maximum allowed, based on the timing and type of development, if any. Staff has included in the Proposed Budget for FY 2019-2020 \$100,000 as an economic development incentive expense.

As examples; a 100 seat restaurant could receive a \$56,520 fee subsidy, a 60 seat Pizza Parlor could receive a \$30,521 fee subsidy, and a 50 Tavern could receive a \$19,782 fee subsidy. If all three projects occurred the development incentive expense would be approximately \$80,000 and would result in 210 additional food and beverage service seats in the Central Business District.

The City would provide no special consideration for an eligible project apart from the SDC fee subsidy, and the developer would not be entitled to any special consideration for any other development cost. Any and all development would be required to proceed through the normal and customary development permitting process, timing requirements and procedures, and be subject to the then applicable zoning and development code requirements.

SUMMARY:

The resolution for Council consideration provides for the above as a 1 year development incentive.

Having the General Fund pay the SDC "fee subsidy" (not a discount) we avoid undermining the objective financial analysis and basis of the SDC rates, and avoid having other developer projects requesting a "discounted" rate as the FULL rate is still paid, and we avoid discount/refund requests for prior development projects.

PROS AND CONS:

- A.** Approve the proposed resolution to provide a temporary and targeted development incentive to expand dining options in the Central Business District.
- B.** Not approve the proposed resolution and not provide development incentive to expand dining options in the Central Business District.

Current Year Budget Impacts: Yes (*describe*) N/A

None in current year

Future Fiscal Impacts: Yes (*describe*) N/A

Unknown amount dependent on development projects, \$100,000 budgeted limit.

City Attorney Approved: Yes N/A

Community Involvement Process: Yes (*describe*) N/A

RESOLUTION NO. 2447

A RESOLUTION ESTABLISHING A TEMPORARY SEWER SYSTEM DEVELOPMENT CHARGE SUBSIDY FOR DEVELOPMENT OF NEW AND EXPANDED FOOD AND BEVERAGE ESTABLISHMENTS IN THE TOWN CENTER OVERLAY DISTRICT.

THE TROUTDALE CITY COUNCIL FINDS AS FOLLOWS:

1. That in September 2017 the 21 member Town Center Committee (TCC), was established and tasked to review and prepare a comprehensive update to the 20-year-old Town Center Plan.
2. That while still in process, the Town Center Committee through the public outreach and engagement, has identified increased demand for additional dining options in the Town Center, which reflects conversations that Staff has had with prospective businesses seeking to newly establish, expand, or convert existing commercial spaces to accommodate food and beverage establishments.
3. That an increase in dining facilities in the Troutdale Town Center Overlay District is in the public interest as already identified in the existing and adopted 1998 Town Center Plan and will improved the livability of the area, improve the mix local business activity and support overall economic viability in the zone.
4. That feedback from the development community has indicated that the higher costs for Sewer System Development Charges for food and beverage establishments, as compared to other commercial non-restaurant projects, discourages restaurant projects in the Town Center.
5. That restaurants have a real and significant impact on the sanitary sewer system infrastructure, versus other types of commercial developments.
6. That in fairness to residential utility rate payers, Chapter 12.02 of the Troutdale Municipal Code establishes system development charges (“SDC”) to impose an equitable share of the public costs of capital improvements upon those developments that create the need for, or increase the demands on, infrastructure system capacity.
7. That as an economic development activity it is in the public interest to foster development and redevelopment through a targeted Sewer SDC fee subsidy for new and expanded restaurant development projects in the Town Center, which will serve a valuable, desirable and necessary public purpose, and is for an authorized public purpose of promoting increased livability in Troutdale.

8. That to avoid unnecessarily and unfairly burdening monthly utility rate payers with system infrastructure costs required to support new developments, for many years the City's customary practice has been to ensure the full SDC fee is collected, whereby the City pays any reduced or discounted amount of SDC fees from general government revenues.

9. That it declares it serves the public interest, and it is necessary and desirable for the City to incentivize new and expanded restaurant development projects in the Town Center, resulting in the public economic benefits of creating new jobs, increasing tax and other revenues, and contributing to urban revitalization.

NOW, THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE CITY OF TROUTDALE:

Section 1. The City hereby approves for new and expanded food and beverage projects in the Town Center Overlay District a subsidy of the Sanitary Sewer SDC fees equal to 50% of the fee for Restaurants, 40% of the fee for Pizza Parlors and 30% of fee for a Lounge, Bar or Tavern projects.

Section 2. SDC fees shall be due for any development which increases the required unit quantity of any of the Sanitary Sewer SDC infrastructure system and will be due and payable when required as specified in the Troutdale Municipal Code ("TMC") Section 12.02.060 and may not be prepaid, nor shall any manipulation of timing deadline requirements be allowed.

Section 3. The City shall ensure the combined payment by the project developer and the City provided SDC fee subsidy will total 100% of the Sewer SDC fee and that it is properly credited in full to the Sewer SDC fund.

Section 4. The City shall provide no special consideration apart from the Sanitary Sewer SDC fee subsidy and the project developer is not entitled to any special consideration for any development project, and any and all development shall be required to proceed through the normal and customary development permitting process, timing requirements and procedures, and subject to the then applicable zoning and development code requirements.

Section 6. The City finds and declares that it serves the public interest, and it is necessary and desirable for the City to assist the development of new restaurant development projects in the Town Center, resulting in public economic benefits of creating new jobs, increasing tax and other revenues, and contributing to urban revitalization.

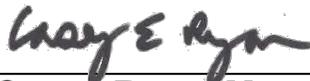
Section 7. The City Manager Ray Young, and Finance Director Erich Mueller, (each an "City Official") are designated to act individually and/or jointly and cooperatively, on behalf of and in the best interest of the City and without further action by the City, and are hereby, authorized empowered and directed to implement the SDC fee subsidy program on behalf of the City, and any and all other required and necessary documents to implement the intent of this resolution.

Section 9. Further, as applicable, to comply with State statutes, administrative rules or local ordinances, and to act in the best interest of the City, and without further action by the City, the City Officials are hereby authorized, directed, and responsible for fulfilling the ministerial, intergovernmental, technical, compliance, procedural or promotional functions as required for the effective administration and implementation of the SDC fee subsidy program, and to take any other action as may be advisable, convenient, necessary, or appropriate, and the execution thereof by any such City Official shall be conclusive as to such determination.

Section 10. The Finance Director is authorized to disburse funds, subject to annual appropriations, as necessary to fulfill the SDC fee subsidy obligations, and is further directed to implement all such actions necessary to ensure budgetary compliance.

Section 11. This Resolution shall take effect July 1, 2019 and terminate June 30, 2020.

YEAS: 7
NAYS: 0
ABSTAINED: 0



Casey Ryan, Mayor
Date: April 14, 2019



Sarah Skroch, City Recorder
Adopted: April 9, 2019



CITY OF TROUTDALE



STAFF REPORT

SUBJECT / ISSUE: An Ordinance Amending Troutdale Municipal Code Title 10 – Vehicles and Traffic

MEETING TYPE:
City Council Regular Mtg.

STAFF MEMBER:
Chris Damgen

MEETING DATE:
May 26, 2020

DEPARTMENT:
Executive

ACTION REQUIRED:
Ordinance - Adoption

ADVISORY COMMITTEE/COMMISSION RECOMMENDATION:

PUBLIC HEARING:
Yes

N/A

Comments:

STAFF RECOMMENDATION: Approval

EXHIBITS:

A. TMC Title 10 Draft with Redline Changes (Updated from 1st Reading)

SUBJECT / ISSUE RELATES TO:

Council Goals

Legislative

Other (describe)

ISSUE / COUNCIL DECISION & DISCUSSION POINTS:

- ◆ Consider previous staff presentation that highlighted concerns for policing some of the existing vehicles and traffic standards, but especially with parking standards.
- ◆ Consider public testimony provided at hearing.
- ◆ Offer feedback to Staff on the changes that have been proposed with the second reading; in particular the matter of the RV parking standard and overnight parking standards.

BACKGROUND:

The City of Troutdale recently adopted significant changes to Title 10 of the Municipal Code in 2019 due to concerns from the previous prosecuting attorney on confusing or loose language that could be widely interpreted. While most of these changes have already proven to be significantly helpful, there remain a few additional areas where further code maintenance may be required.

Reviewed and Approved by City Manager:

Since the passage of those amendments, the City has also welcomed aboard a new prosecuting attorney and code compliance officer who have also highlighted some additional concerns in the code that should be considered. The four primary issues are as followed and will be discussed at the meeting:

- Eliminating multiple discrepancies between Title 10 and Title 8, which is the nuisance code. For example, there are two separate definitions for “abandoned car”, with different ways for handling abatement.
- Revisiting time limits for vehicle parking in the right of way, and particularly RV parking.
- Considering changes to overnight parking restrictions, specifically for downtown residents and businesses.
- Restricting commercial vehicle parking on streets in non-residential areas of the city

After a presentation on March 10, 2020 that highlighted the above changes, Staff received feedback from Council on particular line items and is now presenting the proposed amendments for formal consideration.

Further Council discussion from the first reading of the ordinance have further amended the original draft in the following areas:

- Overnight parking permit details have been expanded to accommodate for eligible residential and commercial applicants, determine restrictions in overnight parking, and providing hard caps on the number of permits that may be issued.
- RV parking restrictions were changed from 96 hours as proposed to 48 hours based on Council direction (currently 4 hours)
- Other timed provisions within the draft were left at 96 hours, however Council may wish to discuss if there remains a desire to have a consistent standard for 48 hours.

PROS & CONS:

Pros:

- Proposes to consolidate most vehicle-based standards and violations into one title of the code rather than two.
- Allows for easier interpretation of the code for the code officer, legal staff, and the general public
- Establishes uniform standards for right-of-way parking
- Allows businesses in downtown that do not have dedicated on-site parking to potentially accommodate overnight guests or clients.

Cons:

- Relaxing RV parking standards may encourage vagrancy.

Current Year Budget Impacts: Yes (*describe*) N/A

Any fiscal impacts for FY 19-20 resulting from code changes are expected to be negligible.

Future Fiscal Impacts: Yes (*describe*) N/A

Although not a motivation of the City, restricting commercial vehicle parking may yield to an increase in parking citations.

City Attorney Approved: Yes N/A

Community Involvement Process: Yes (*describe*) N/A

This item will require a public hearing. A previous presentation on the matter occurred in March.

CHAPTER 10.04 - DEFINITIONS

Editor's note— Ord. No. 852, adopted May 28, 2019, in effect, repealed ch. 10.04, §§ 10.04.010—10.04.100 and enacted a new ch. 10.04 as set out herein. Former ch. 10.04 pertained to similar subject matter and derived from Ord. 352-O, adopted 1981.

10.04.010 - Generally.

- A. In addition to those definitions contained in the Oregon Vehicle Code, ORS 801.100 through 801.610, the following words or phrases shall have the meanings as set out in this chapter.
- B. As used in this title, the singular includes the plural and the masculine includes the feminine.

10.04.020 - Abandoned vehicles.

A vehicle that has been deserted, relinquished or has one or more of the following existing conditions:

1. The vehicle license plate or registration sticker has expired or has been canceled.
2. The vehicle has no license plate.
3. The vehicle has no visible vehicle identification number (VIN).
4. The vehicle appears to be inoperative or disabled.
5. The vehicle appears to be unlawful to operate on a public street.

10.04.030 - Bicycle.

A vehicle that:

1. Is designed to be operated on the ground on wheels;
2. Has a seat or saddle for use of the rider;
3. Is designed to travel with not more than three wheels in contact with the ground; and
4. Is propelled exclusively by human power, or in concert with electrical power.

10.04.040 - Bus stop.

The space along the edge of a roadway designated by sign for use by buses loading or unloading passengers.

10.04.050 - Clear vision area.

The area near intersections of roadways and ingress/egress point where a clear field of vision is necessary for public safety.

10.04.060 - Driveway (drive).

A private roadway providing access for vehicles to a parking space, garage, dwelling, or other structure.

10.04.070 - Hazardous vehicle.

A vehicle left in a location or condition such as to constitute an immediate and continuous threat to public health and safety, the environment, or the safety of vehicular or pedestrian traffic.

10.04.080 - Holiday.

New Year's Day, Martin Luther King, Jr. Day, Presidents' Day, Memorial Day, Independence Day, Labor Day, Veterans' Day, Thanksgiving Day, Christmas Day, and any other day proclaimed a holiday by the council or city manager.

10.04.090 - Loading zone.

A space on the edge of a roadway or in a public parking lot, designated by sign or pavement marking, for the purpose of loading or unloading passengers or materials.

10.04.100 - Non-road area.

Any area that is not a road, or a road which is closed to off-road vehicles and posted as such, except that areas commonly held open to vehicular use, such as parking lots and race tracks, shall not be considered non-road areas.

10.04.110 - Parade.

A procession of five or more persons or two or more vehicles.

10.04.120 - Private garage.

A reputable, private storage yard, garage or other storage place selected by the city manager.

10.04.130 - Public parking lot.

A parking lot or other area in the city, owned by the city, and devoted to public use as space for the temporary leaving of motor vehicles.

10.04.140 - Recreational vehicle.

A motor home, camper, travel trailer, motor coach, boat, or portable vehicular structure capable of being towed on the highways by a motor vehicle, designed and intended for casual or short-term human occupancy for travel, recreational or vacation uses. If identified in some manner as a recreation vehicle by the manufacturer or registered as such with the state, it is prima facie a recreation vehicle.

10.04.150 - Registered owner.

The name on file with the Oregon Department of Transportation, or any other state, indicating ownership of, or legal interest in, a specific vehicle.

10.04.160 - Rideshare service.

A rideshare service is a service that provides vehicular transportation by a private individual or private company for profit.

10.04.170 - Storage.

The placing or leaving of property at a location for a period of time in excess of ~~96~~⁷² hours.

10.04.180 - Taxicab stand.

A space on the edge of a roadway designated by sign for use by taxicabs or rideshare services.

10.04.190 - Traffic lane.

That area of the roadway used for the movement of a single line of traffic.

CHAPTER 10.08 - ADMINISTRATION**10.08.010 - Council powers and authority.**

- A. Subject to state laws, the city council shall exercise all municipal traffic authority for the city except those powers specifically and expressly delegated herein or by another ordinance.
- B. The powers of the council shall include, but not be limited to:
1. Designation of through streets (Oregon Revised Statutes Section 487.875);
 2. Designation of one-way streets (Oregon Revised Statutes Section 487.885(1) (a));
 3. Designation of truck routes (Oregon Revised Statutes Section 483.542);
 4. Designation of parking meter zones;
 5. Restriction of the use of certain streets by any class or kind of vehicle to protect the streets from damage (Oregon Revised Statutes Section 487.905);
 6. Authorization of greater maximum weights or lengths for vehicles using city streets than specified by state law (Oregon Revised Statutes Section 483.525);
 7. Initiation of proceeds to change speed zones (Oregon Revised Statutes Section 487.490);
 8. Revision of speed limits in parks (Oregon Revised Statutes Section 487.865).

(Ord. 352-O § 2 (7.10.020), 1981)

10.08.020 - City manager—Duties.

The city manager or designee shall exercise the following duties:

- A. Implement the ordinances, resolutions and motions of the council and city manager orders by installing, maintaining, removing and altering traffic-control devices. Such installation shall be based on the standards contained in the Oregon Manual on Uniform Traffic Control Devices for Streets and Highways;
- B. Establish, remove or alter the following classes of traffic-controls:
1. Crosswalks, safety zones and traffic lanes;
 2. Intersection channelization and areas where drivers of vehicles shall not make right, left or U-turns and the time when the prohibition applies;
 3. Parking areas and time limitations, including the form of permissible parking (e.g., parallel or diagonal);
 4. Traffic-control signals;
 5. Loading zones and stops for vehicles.
- C. Issue oversize or overweight vehicle permits;
- D. Issue overnight, special, and guest parking permits;

- DE.** Designate certain streets as bridle paths and prohibit horses and animals on other streets;
- EF.** Temporarily block or close streets;
- FG.** Establish bicycle lanes and paths and traffic-controls for such facilities;
- GH.** Duties exercised by the city manager or designee shall be reported to the council at the regular meeting immediately following their implementation and the council may reject or modify such action. This reporting requirement may be dispensed with when the council so orders. Failure to timely report does not invalidate the actions of the city manager.

(Ord. 489-O (part), 1986; Ord. 352-O § 2 (7.10.025), 1981)

(Ord. No. 801, § 1, 1-11-2011; Ord. No. 852, § 1(Att. A), 5-28-2019)

Editor's note— Ord. No. 801, § 1, adopted, Jan. 11, 2011, changed the title of section 10.08.020 from city administrator—duties to city manager—duties.

10.08.030 - City manager—Administration of provisions.

The regulations of the city manager or designee shall be based upon:

- A. Traffic engineering ~~principles~~ and traffic investigations;
- B. Standards, limitations and rules promulgated by the Oregon Transportation Commission;
- C. The health and safety of persons or property; and
- D. Other recognized traffic-control standards.

(Ord. 352-O § 2 (7.10.035), 1981)

(Ord. No. 801, § 1, 1-11-2011; Ord. No. 852, § 1(Att. A), 5-28-2019)

Editor's note— Ord. No. 801, § 1, adopted, Jan. 11, 2011, changed the title of section 10.08.030 from city administrator—administration of provisions to city manager—administration of provisions.

10.08.040 - Enforcement authority.

- A. It shall be the duty of ~~police-peace~~ officers and City Manager or designee to enforce the provisions of this chapter.
- B. In the event of a fire or other public emergency, officers of the police and fire departments may direct traffic as conditions require, notwithstanding the provisions of this chapter.

(Ord. 352-O § 2 (7.10.040), 1981)

Editor's note— Ord. No. 852, § 1(Att. A), adopted May 28, 2019, renamed § 10.08.040 from "police and fire officers—authority" to "enforcement authority."

10.08.050 - Temporary traffic-control devices—Installation authority.

Under conditions constituting a danger to the public, the city manager or designee may install temporary traffic-control devices deemed to be necessary.

(Ord. 352-O § 2 (7.10.030), 1981)

(Ord. No. 801, § 1, 1-11-2011; Ord. No. 852, § 1(Att. A), 5-28-2019)

10.08.060 - Overnight, Special and guest parking permits.

- A. Whenever parking or standing is prohibited or limited, no person shall park or stand a vehicle in violation of the prohibition or limitation, unless the person obtains and displays a valid special parking permit or guest permit that allows for such parking or standing.
- B. The city manager or the city manager's designee may issue overnight parking permits for public parking lots, special parking permits and guest permits.
- C. Overnight parking permits shall be issued on an annual basis with each permit expiring on December 31 of a particular year. Permits issued from November 1 to December 31 may be valid for following calendar year. The city manager or city manager's designee shall use the following criteria in evaluating an application for a permit:
1. The applicant has successfully demonstrated that one of the following conditions exist:
 - a. The applicant a resident within the Town Center Zoning Overlay District whose place of residence does not contain at least one (1) off-street parking space designated for their use on the property and is requesting not more than two (2) parking spaces.
 - b. The applicant is a business with a permanent establishment within the Town Center Overlay District and has adequately met the following criteria for consideration:
 - i. The business has a specific need to accommodate for overnight parking for clientele;
 - ii The property does not contain adequate off-street parking;
 - iii. The business is not more than six (6) parking spaces for each address. Businesses with more than one address in the City may not request additional spaces. Other businesses located at the same address may not request spaces if the limit has already been reached for the address.
 2. The location of overnight parking shall occur only in areas as determined by the City Manager, with the parking areas listed below as being specifically prohibited from consideration:
 - a. On-street parking on Historic Columbia River Highway between 257th Drive and Kibling Street
 - b. On-street parking on S Buxton Road, SE Dora Avenue, and SE Harlow Avenue between Historic Columbia River Highway and 2nd Street.
 - c. The City-owned off-street parking lot located adjacent to Mayor's Square, in between S Buxton Road and SE Dora Avenue.

3. Not more than twenty (20) overnight parking permits in total may be authorized at any given time.

CD. Special and guest parking Ppermits shall not exceed a total period of two weeks within any four-week period unless extended in the city manager's discretion.

DE. The city manager or the city manager's designee, shall adopt policy, procedures and a fee schedule that will be followed in issuing and revoking overnight parking permits, special parking permits and guest permits. Before adopting the policy, procedure and fee schedule, the city manager or the city manager's designee shall give interested persons a reasonable opportunity to comment on the policy, procedure and fee schedule. The city manager, or the city manager's designee, shall forward a copy of the adopted policy, procedure and fee schedule to the city council upon adoption.

CHAPTER 10.12 - PARKING^[2]

Editor's note— Ord. No. 852, § 1(Att. A), adopted May 28, 2019, in effect, repealed ch. 10.12, §§ 10.12.010—10.12.160 and enacted a new ch. 10.12 as set out herein. Former ch. 10.12 pertained to stopping, standing and parking and derived from Ord. 352-O, adopted 1981; Ord. 382-O adopted 1982; Ord. 489-O, adopted 1986; Ord. 626, adopted 1995; Ord. 673, adopted 1999; and Ord. 721, adopted 2002.

10.12.010 - Parking methods and standards.

- A. Parked or standing vehicles shall park or stand in the indicated direction of travel with the wheels parallel to and within twelve inches of the curb, or if none, as close as possible to the edge of the shoulder, and, if spaces are marked, within a single marked parking space unless the size or shape of the vehicle makes compliance impossible.
- B. The operator who first begins maneuvering a motor vehicle into a vacant parking space on a street shall have priority to park in that space, and no other vehicle operator shall attempt to interfere.
- C. Whenever the operator of a vehicle discovers the vehicle is parked within one hundred fifty feet of a building to which the fire department has been summoned, the operator shall immediately remove the vehicle from the area, unless otherwise directed by police or fire officers.

10.12.020 - Unlawful parking or standing.

- A. In addition to the laws prohibiting parking, stopping, and standing contained within the Oregon Vehicle Code, ORS 811.550 through ORS 811.637, no person shall on a public or private street:
 1. Park or stand a vehicle in an alley other than for the expeditious loading or unloading of persons or materials, and in no case for a period in excess of thirty consecutive minutes.
 2. Park or stand a vehicle (including trailers, boats, trucks, truck tractors, buses, mobile homes, and recreational vehicles) which exceeds eight thousand pounds gross weight, twenty-one feet in length or eight feet in height upon any street or parking strip in any residential area of the city, except as provided in TMC 10.12.050.
 3. Park or stand an unattended vehicle (including trailers, boats, trucks, truck tractors, buses, mobile homes, and recreational vehicles) which exceeds eight thousand pounds gross weight, twenty-one feet in length or eight feet in height upon any street or parking strip in any non-residential area of the city, except as provided in TMC 10.12.050.
 34. Park, or permit a vehicle owned, operated or controlled by the person to be parked, on a public or private street and do any of the following:
 - a. Park where official signs or markings such as curbs painted yellow or red, have been installed prohibiting standing, stopping, or parking.

- b. Park for a longer period of time than designated by official signs, parking meters or other markings placed by the city, county or state, except on Sundays and holidays. Parking time limits shall be effective only between the hours of 8:00 a.m. and 6:00 p.m., unless designated "no parking at any time," or otherwise designated by official signs or markings.
 - c. Park for more than ~~96~~seven consecutive ~~hours~~days in a place where time limitations are not designated by official signs, parking meters, or other markings.
 - ~~45.~~ Park or stand a vehicle in a manner that obstructs a driveway unless the vehicle is owned by the property owner of the driveway or a guest of the property owner.
 - ~~56.~~ Park or stand a vehicle other than in the indicated direction of travel with the wheels parallel to and within twelve inches of the curb, or if none, as close as possible to the edge of the shoulder, and, if spaces are marked, within a single marked parking space unless the size or shape of the vehicle makes compliance impossible.
 - ~~67.~~ Park or stand a hazardous or abandoned vehicle.
 - ~~78.~~ Park or stand where official signs or markings prohibit standing, stopping, or parking due to street maintenance.
 - ~~89.~~ Park or stand a vehicle in front of the entrance of any post office or postal station, or other place where mail is received or deposited, or within ten feet of a private mailbox between 8:00 a.m. and 6:00 p.m.
 - ~~910.~~ No operator shall park or stand and no owners shall allow a vehicle to be parked or left standing upon a street or public right-of-way for the principal purpose of:
 - a. Repairing or servicing the vehicle, except repairs necessitated by an emergency;
 - b. Displaying advertising from the vehicle;
 - c. Selling merchandise from the vehicle; or
 - d. Offering the vehicle for sale.
 - ~~1011.~~ Park without having a valid permit issued by the manager where official signs designate parking is allowed only with a permit.
 - ~~1112.~~ Park or stand within ten feet of a fire hydrant.
- B. For the purposes of this section, "residential areas" means and includes all parts of the city zoned for residential use and any street adjacent to a hotel, motel, church, school, residence, multiple-family dwelling, hospital, park or playground.
- C. The provisions of this section shall not be deemed to prohibit the lawful parking of such equipment upon any street, avenue or public way in the city for the actual loading or unloading of goods, wares or merchandise; provided, however, that "loading" and "unloading," as used in this section, shall be limited to the actual time consumed in such operation, not to exceed four hours.

10.12.030 - Public parking lots.

- A. Reserved Areas. Provision may be made within any public parking lot for an area to be reserved exclusively for parking of electric vehicles, bicycles, motorcycles, mopeds, carpools, or trucks.
- B. Signs. The manager shall post and maintain at each entrance to a public parking lot a sign stating in substance the following:
 - 1. Parking is limited to a specific time limitation except for overnight and monthly parking;
 - 2. Overnight and Mmonthly parking is permitted only in the designated areas;
 - 3. Parking is restricted to vehicles of less than ten thousand pounds GVW;
 - 4. If special parking is provided for electric vehicles, bicycles, motorcycles or mopeds, carpools, or trucks, where such special parking is permitted.

10.12.040 - Private property parking.

- A. Properties in areas zoned for any density of residential shall have no more than five motor vehicles per primary residential unit, including not more than two recreational vehicles and not more than one abandoned vehicle, parked or stored on private property, day event parking excluded.
- B. All motor vehicles parked on private property shall be parked on a hard surface, such as compacted gravel, concrete, asphalt or similar durable material. Soil, vegetation, and loose rock, gravel or stone is prohibited as a parking surface.
- C. Except upon a driveway or other approved surface, no vehicle shall be parked on private property within the front yard, except for the immediate loading and unloading of persons or property.
- D. No vehicle or recreational vehicle shall be parked on private property so as to extend into the public right-of-way, roadway, sidewalk, or in the clear vision area of corner lots.
- E. Vehicles actively used for construction, excavation or farming may be on the property for up to thirty days.

10.12.050 - RV and other vehicle parking.

- A. It is unlawful to park, or permit any of the following vehicles or property owned, operated or controlled by the person to be parked, on any public highway, road, street, or right-of-way within the city, except for the loading or unloading of persons or property not to exceed forty-eight (48)~~four~~ hours, or as otherwise set forth below:
 - 1. Recreational vehicle unless issued a permit pursuant to TMC 10.08.060;
 - 2. Vehicle or combination of vehicles (vehicle plus any towed unit) in excess of ten thousand pounds GVW;
 - 3. Trailer; or
 - 4. Boat.

10.12.060 - Loading zones.

No person shall stand or park a vehicle for any purpose or length of time, other than for the expeditious loading or unloading of persons or materials, in a place designated as a loading zone when the hours applicable to that loading zone are in effect. In no case, when the hours applicable to the loading zone are in effect, shall the stop for loading and unloading of materials exceed the time limits posted. If no time limits are posted then the use of the zone shall not exceed thirty minutes.

10.12.070 - Bus stops and taxicab stands—Stand use restrictions.

No person shall stand or park a vehicle other than a taxicab or rideshare vehicle in a taxicab stand, or a bus in a bus stop, except that the operator of a passenger vehicle may temporarily stop for the purpose of and while actually engaged in loading or unloading passengers when stopping does not interfere with a bus, rideshare vehicle or taxicab waiting to enter or about to enter the restricted space.

10.12.080 - Buses and taxicabs—Standing and parking.

The operator of a bus, rideshare vehicle or taxicab shall not stand or park the vehicle upon a street in a business district at a place other than a bus stop or taxicab stand, respectively, except that this provision shall not prevent the operator of a taxicab or rideshare vehicle from temporarily stopping the taxicab outside a traffic lane while loading or unloading passengers.

10.12.090 - Children in parked vehicles.

- A. It is unlawful for any person who has under his or her control, custody or guidance any minor child under ten years of age to, at any time, lock, confine or permit to be locked or confined or to leave unattended, any such child in any automobile, truck or other motor vehicle upon any public street, alley or public parking facility or other public or private property where parking or drive-in facilities are offered to the public within the city limits for any period of time. A child is unattended within the meaning of this chapter if the oldest person with such child is a person under the age of ten years.
- B. It shall be lawful for any peace officer of the city who finds a child confined in an automobile, truck or other vehicle to enter such vehicle to remove any child if the peace officer has reason to believe that the confinement is hazardous to the child's health. The peace officer may lawfully do whatever is reasonably necessary in order to remove the child from the vehicle, including breaking windows or doors.
- C. Any such child so removed from any such vehicle shall be taken to a suitable place in the county, and a report thereof made to the juvenile authorities of the county.

10.12.100 - Parking time—Extensions.

Where maximum parking time limits are designated by sign, movement of a vehicle within a block shall not extend the time limits for parking.

10.12.120 - Exemptions—Government vehicles.

The provisions of this chapter regulating the parking or standing of vehicles shall not apply to a vehicle of the city, county or state, or public utility while necessarily in use for construction or repair work on a street, or a vehicle owned by the United States while in use for the collection, transportation or delivery of mail.

10.12.130 - Illegal parking—Citation.

When a vehicle is found in violation of this chapter or state law, the officer finding the vehicle shall take its license number and any other information displayed on the vehicle which may identify its owner, and shall conspicuously affix to the vehicle a parking citation. The parking citation shall instruct the owner to pay the penalty imposed or contest the citation within ten days of the date the citation was issued. The citation shall specify how to contest the citation or pay the penalty, and shall clearly explain the consequences for failing to do so within the required time period. The parking citation will serve as the means of notifying the owner of the vehicle that, if any person fails to respond to the citation, or fails to pay all outstanding penalties for three or more parking citations within ten days from the date the last citation was issued, the vehicle may be towed and impounded.

10.12.140 - Applicability to rideshare services.

All moving and parking regulations within the Troutdale Municipal Code are applicable to rideshare service providers and passengers.

CHAPTER 10.16 - PARADES AND PROCESSIONS**10.16.010 - Funeral processions.**

- A. A funeral procession shall proceed to the place of interment by the most direct route which is both legal and practicable.
- B. The procession shall be accompanied by adequate escort vehicles for traffic-control purposes.
- C. All motor vehicles in the procession shall be operated with their lights turned on.
- D. No person shall unreasonably interfere with a funeral procession.
- E. No person shall operate a vehicle that is not a part of the procession between the vehicles in a funeral procession.

(Ord. 352-O § 2 (7.10.175), 1981)

10.16.020 - Parades—Permit required.

No person shall organize or participate in a parade which may disrupt or interfere with traffic without obtaining a permit. A permit shall always be required of a procession of people utilizing the public right-of-way and consisting of 20 or more persons or five or more vehicles.

(Ord. 352-O § 2 (7.10.180), 1981)

10.16.030 - Parades—Application.

- A. Application for parade permits shall be made to the city manager at least ten days prior to the intended date of the parade, unless the time is waived by the city manager.
- B. Application shall include the following information:
 - 1. The name and address of the person responsible for the proposed parade;
 - 2. The date of the proposed parade;
 - 3. The desired route including assembling points;
 - 4. The number of persons, vehicles and animals which will be participating in the parade;
 - 5. The proposed starting and ending time;
 - 6. The application shall be signed by the person designated as chairman.

(Ord. 352-O § 2 (7.10.185(A) and (B)), 1981)

10.16.040 - Issuance, denial or alternatives—Conditions—Notice.

- A. The city manager, upon receipt of the application, determines that the parade can be conducted without endangering public safety and without seriously inconveniencing the general public, he shall approve the route and issue the permit.

- B. If the city manager determines that the parade cannot be conducted without endangering public safety or seriously inconveniencing the general public, he may:
1. Propose an alternate route;
 2. Propose an alternate date;
 3. Refuse to issue a parade permit.
- C. The city manager shall notify the applicant of his decision within five days of receipt of the application.
- D. If the city manager proposes alternatives or refuses to issue a permit, the applicant shall have the right to appeal his decision to the city council.

(Ord. 352-O § 2 (7.10.185(C)—(F)), 1981)

(Ord. No. 801, § 1, 1-11-2011; Ord. No. 852, § 1(Att. A), 5-28-2019)

10.16.050 - Appeals.

- A. An applicant may appeal the decision of the city manager by filing a written request of appeal with the city recorder within five days after the city manager has proposed alternatives or refused to issue a permit.
- B. The council shall schedule a hearing date which shall not be later than the second regular session following the filing of the written appeal with the city recorder and shall notify the applicant of the date and time that they may appear either in person or by a representative.

(Ord. 352-O § 2 (7.10.190), 1981)

(Ord. No. 801, § 1, 1-11-2011; Ord. No. 852, § 1(Att. A), 5-28-2019)

10.16.060 - Parades—Permit revocable.

The city manager may revoke a parade permit if circumstances clearly show that the parade can no longer be conducted consistent with public safety.

(Ord. 352-O § 2 (7.10.200), 1981)

(Ord. No. 801, § 1, 1-11-2011; Ord. No. 852, § 1(Att. A), 5-28-2019)

10.16.070 - Unlawful activities during parades.

- A. No person shall unreasonably interfere with a parade or parade participant.
- B. No person shall operate a vehicle that is not part of the parade between the vehicles or persons comprising a parade.

(Ord. 352-O § 2 (7.10.195), 1981)

Chapter 10.20 - PEDESTRIANS**10.20.010 - Use of crosswalks required.**

No pedestrian shall cross a street other than within a crosswalk in blocks with marked crosswalks or if within one hundred fifty feet of a marked crosswalk. Pedestrians shall not use a roadway for travel when abutting sidewalks are available.

(Ord. 352-O § 2 (7.10.165), 1981)

10.20.020 - Crossing streets at right angles.

A pedestrian shall cross a street at a right angle, unless crossing within a crosswalk.

(Ord. 352-O § 2 (7.10.170), 1981)

CHAPTER 10.24 - BICYCLES AND OTHER VEHICLES¹³¹

Editor's note— Ord. No. 852, § 1(Att. A), adopted May 28, 2019, renamed ch. 10.24 from "bicycles and toy vehicles" to "bicycles and other vehicles."

10.24.010 - Bicycles—General requirements.

In addition to observing all other applicable provisions of this chapter and state law pertaining to bicycles, (Oregon Revised Statutes Sections 814.400 through 814.489) a person shall:

- A. Not leave a bicycle, except in a bicycle rack. If no rack is provided, the person shall leave the bicycle so as not to obstruct any roadway, sidewalk, driveway or building entrance. A person shall not leave a bicycle in violation of the provisions relating to the parking of motor vehicles.
- B. It shall be unlawful for the owner or operator of any bicycle to ride upon any sidewalk or path constructed for the use of and commonly used by pedestrians within the corporate limits of the city outside of areas zoned exclusively for residential use.

(Ord. 352-O § 2 (7.10.155), 1981)

10.24.020 - Bicycles—Impoundment and disposition.

- A. No person shall have a bicycle on public or private property without consent of the person in charge or the owner thereof.
- B. A bicycle left on public property for a period in excess of twenty-four hours may be impounded by the city.
- C. In addition to any citation issued, a bicycle parked in violation of this chapter may be immediately impounded by the city.
- D. If a bicycle impounded under this chapter is licensed, or other means of determining its ownership exist, the city shall make reasonable efforts to notify the owner.
- E. A bicycle impounded under this chapter which remains unclaimed shall be disposed of in accordance with the city's procedures for disposal of abandoned or lost personal property.

(Ord. 352-O § 2 (7.10.160), 1981)

10.24.030 - Sleds on public streets.

No person shall use the streets for traveling on toboggans, sleds, downhill skis or similar devices, except where authorized.

(Ord. 352-O § 2 (7.10.060), 1981)

Editor's note— Ord. No. 852, § 1(Att. A), adopted May 28, 2019, renamed § 10.24.030 from "skis and sleds on public streets" to "sleds on public streets."

CHAPTER 10.28 - OFF-ROAD VEHICLES**10.28.010 - Operating restrictions—Unlawful acts designated.**

- A. It is unlawful for any person to operate an off-road vehicle on any non-road area which the operator does not own, unless:
1. The operator possess written permission from the owner, contract purchaser or lessee of the non-road area; or
 2. The operator possesses written evidence of membership in a club or association to which the owner, contract purchaser or lessee of the non-road area has given written permission and a copy of which has been filed with the city manager; or
 3. The owner, contract purchaser or lessee of the non-road area has designated the non-road area as open for recreational purposes in accordance with Oregon Revised Statutes Sections 105.668 through 105.700 by filing such consent and other information necessary to identify the area, with the city manager; or
 4. The owner, contract purchaser or lessee has designated the non-road area as being open to off-road vehicle use by posting notice thereof which describes the boundaries of the non-road area designated as open and which designates the hours during which the area is to be open.
- B. It is unlawful for any person to:
1. Falsify the written permission required by subsection A.1. of this section;
 2. Falsify the evidence of club or association membership or the written permission required by subsection A.2. of this section;
 3. Falsify the filing or consent required by subsection A.3. of this section;
 4. Post the notice or remove the posted notice required by subsection A.4. of this section without the consent of the owner, contract purchaser or lessee.

(Ord. 352-O § 2 (7.10.350), 1981)

(Ord. No. 801, § 1, 1-11-2011; Ord. No. 852, § 1(Att. A), 5-28-2019)

10.28.020 - Unlawful operation—Arrest and vehicle seizure authorized when.

- A. A peace officer may arrest the person operating an off-road vehicle when the person is found in the act of operating an off-road vehicle in violation of this chapter; except, however, the peace officer may issue a citation in accordance with Oregon Revised Statutes Section 133.070 in lieu of exercising custody of the operator.
1. A peace officer may seize any off-road vehicle incident to arrest or citation of the operator if the peace officer has reasonable grounds to believe that the vehicle was operated with willful or reckless disregard or with the likelihood that the operation would cause substantial damage to the off-road area or that substantial damage has been caused by that operation.

2. A peace officer shall retain possession of the vehicle, if seized, and, in any event, proceed at once against the person arrested in the appropriate court.
- B. If the person arrested is the legal owner of a seized vehicle, it shall be returned to the owner upon execution of a good and valid bond, or cash deposit, with sureties acceptable to the city manager or his designee in a sum equal to the average value of the vehicle as determined by the city manager or his designee, which bond or cash deposit shall be conditioned upon the return of the vehicle to the city upon disposition of the judgment of the court.
1. If the person arrested is convicted of a violation of this chapter, and is the owner of the off-road vehicle, the vehicle shall be subject to disposition as provided in Section 10.28.030 of this chapter.
- C. If the person arrested is not the legal owner of a seized vehicle, the city shall make all reasonable efforts to identify the name and address of the owner. If the city is able to determine the name and address of the owner, the city shall notify the owner by registered or certified mail of the seizure and inform the owner of the rights under subsection D of this section.
- D. Any person notified under subsection C. of this section, or any owner of the vehicle, or any other person asserting a claim of lawful possession of a seized vehicle, may, prior to trial, move the court for return of the vehicle or obtain possession of the vehicle by posting bond or cash in accordance with subsection B. of this section.
1. The court shall, upon receipt of motion for return of vehicle, hold a hearing to determine if the owner, or other person asserting a lawful claim to the vehicle, had any knowledge that the vehicle would be used in violation of this chapter.
 2. If the court determines by clear and convincing evidence that the driver/owner had knowledge that the person arrested would use the vehicle in violation of this chapter, the vehicle shall not be returned to the driver/owner except in accordance with subsection B. of this section and the vehicle shall be subject to forfeiture, as specified in Section 10.28.030 of this chapter.
- E. If the person arrested is not convicted of a violation of this chapter, and if the city is in possession of the vehicle, it shall immediately be returned to the owner.

(Ord. 352-O § 2 (7.10.355), 1981)

(Ord. No. 801, § 1, 1-11-2011; Ord. No. 852, § 1(Att. A), 5-28-2019)

10.28.030 - Disposition of vehicles.

- A. The court, upon conviction of the person arrested, may order a return of a seized vehicle to the owner after payment of all expenses, or it may upon motion made by the city attorney, order forfeiture and sale of the vehicle at public auction by the city.

In determining whether to order a forfeiture and sale of the vehicle, the court shall consider the amount of damage caused by the use of the vehicle, and the willfulness of the violation.

- B. If the court orders a forfeiture and sale of the vehicle, the city, after deducting fifty dollars for administrative expenses plus all other expenses incurred, shall pay, to the extent of the

remaining proceeds, all liens of record, ratably and according to their priorities. Any balance remaining shall be paid into the general funds of the city.

- C. If no person claims the vehicle, the city shall advertise the sale of the vehicle and the description thereof not fewer than three times in a newspaper of general circulation in the county, the publication appearing for the first time not fewer than fourteen days before the proposed sale and the last time not more than seven days before the proposed sale. Proceeds from the sale of the property, after deducting the expenses and cost, shall be paid into the general fund of the city. Unsold property may be destroyed.

(Ord. 352-O § 2 (7.10.030), 1981)

CHAPTER 10.32 - MISCELLANEOUS TRAFFIC REGULATIONS**10.32.010 - Unlawful riding.**

- A. No person shall:
1. Operate a vehicle and permit a passenger to ride on a portion of the vehicle that is not designed or intended for the use of passengers.
 2. Be a passenger in a vehicle and ride on a portion of the vehicle that is not designed or intended for the use of passengers.
 3. Board or alight from a vehicle while the vehicle is moving upon a street.
- B. Subsection A. shall not apply to an employee engaged in the necessary discharge of a duty or to a person riding within a truck body in space intended for merchandise.

(Ord. 352-O § 2 (7.10.055), 1981)

10.32.020 - Crossing private property.

- A. No operator of a vehicle shall proceed from one street to an intersecting street by crossing private property.
- B. This provision shall not apply to the operator of a vehicle who stops on the property for the purpose of procuring or providing goods or services.

(Ord. 352-O § 2 (7.10.050), 1981)

10.32.030 - Damaging sidewalks and curbs.

- A. The operator of a motor vehicle shall not drive upon a sidewalk or roadside planting strip except to cross at a permanent or temporary driveway.
- B. No unauthorized person shall place dirt, wood or other materials in the gutter or space next to the curb of a street with the intention of using it as a driveway.
- C. No person shall remove a portion of a curb or move a motor vehicle or device moved by a motor vehicle up on a curb or sidewalk without first obtaining authorization and posting bond if required. A person who causes damage shall be held responsible for the cost of repair.

(Ord. 352-O § 2 (7.10.065), 1981)

10.32.040 - Removing glass and debris.

A party to a vehicle accident or a person causing broken glass or other debris to be upon a street shall remove the glass and other debris from the street.

(Ord. 352-O § 2 (7.10.070), 1981)

10.32.050 - Defacing traffic-control devices unlawful.

- A. No unauthorized person shall move, remove, deface, tamper with or alter the position of a traffic sign, signal, marker, barrier or other lawfully established parking or traffic direction.
- B. No person shall letter, mark or paint in any manner, letters, marks or signs on a sidewalk, curb, street or alley or to post on a parking strip anything designated or intended to prohibit or restrict parking in front of a sidewalk, dwelling house, business house, or in an alley, except in compliance with this chapter.

(Ord. 352-O § 2 (7.10.225), 1981)

10.32.060 - Speed racing.

- A. For purposes of this section, the following definitions apply unless the context requires a different meaning:
 - 1. "Speed racing" is defined as set forth in ORS 811.125.
 - 2. "Spectator" is defined as a person who attends, participates in, or is present at or near the scene of any activity prohibited by this chapter for the purpose of encouraging any part of such activity.
- B. It is unlawful for any person to participate in speed racing upon any street, public or private, or any premises open to the public, within the city limits.
- C. It is unlawful for any person to be a spectator of speed racing within the city limits.
- D. Any vehicle utilized within the city limits in violation of this section, including vehicles belonging to, or under the control of, spectators may be towed without notice, subject to the provisions of TMC 10.38.010.

(Ord. 717 § 1, 2002)

CHAPTER 10.36 - ABANDONED AND HAZARDOUS VEHICLES¹⁴¹

Editor's note— Ord. No. 852, § 1(Att. A), adopted May 28, 2019, in effect, repealed ch. 10.36, §§ 10.36.010—10.36.050 and enacted a new ch. 10.36 as set out herein. Former ch. 10.36 pertained to abandoned vehicles, towing and impoundment and derived from Ord. 717, adopted 2002; Ord. 674, adopted 1999; and Ord. 614, adopted 1994.

10.36.010 - Abandoned vehicles prohibited.

- A. No vehicle that the city manager, city manager's designee, or peace officer has reason to believe is abandoned, as defined in TMC 10.04.020, may be parked or left standing upon:
1. The right-of-way of any city, county, or state highway, street or alley or upon any city property for a period in excess of ~~seventy-two~~96 hours.
 2. The right-of-way of any private street or alley or upon any private property used by business licensees, customers, or the public for a period in excess of ~~seventy-two~~96 hours.
 3. Private property for a period in excess of ~~seven~~96 consecutive ~~days~~hours in any manner that exposes it to view from a street, sidewalk, or property adjoining the premises, but only if it is an abandoned vehicle as defined in TMC 10.04.020.
 - a. One vehicle per private property address/location may be permitted; provided, however, said vehicle must be covered by a manufactured vehicle cover designed specifically for that purpose; enclosed within a permitted structure; or behind a sight-obscuring fence.
- B. It is no defense to any of the above prohibited acts of this section that the vehicle has been moved to a different location within the city limits, and the ~~seventy-two~~96 hours may include multiple locations.
- C. In addition to or in lieu of any citation issued for violation of this code or state law:
1. A vehicle parked or left standing in violation of this section may be impounded as provided in TMC 10.38.
 2. A vehicle parked or left standing in violation of TMC 10.36.010(A)(3) may be abated as provided in TMC Chapter 8.

10.36.020 - Hazardous vehicles.

- A. No person shall commit, cause, or allow:
1. A vehicle to block, impede or interfere with the vision or normal flow of vehicular, bicycle or pedestrian traffic on public or private streets and sidewalks;
 2. A vehicle to pose an immediate danger to the public or environmental safety, such as a vehicle with leaking fluids that are at risk of entering into the public stormdrains or causing a hazardous road condition, extreme vandalism, shattered glass, or partially dismantled;

3. A vehicle to be parked or left standing on a street, public or private parking lot, or other area where immediate access is needed by the fire department or the police department and their respective equipment;
 4. A vehicle to be parked or left standing on a street where snow removal equipment will soon clear the street and removal of the vehicle is reasonably necessary in order to clear the street; or
 5. A vehicle to block or be within ten feet of a fire hydrant.
- B. A vehicle parked or left standing in violation of this section may be impounded as provided in TMC 10.38.

10.36.030 - Drop boxes and storage containers.

- A. No person shall store or deliver a drop box or other storage container in the public right-of-way for more than four consecutive hours without a valid permit from the city.
- B. No person shall store or deliver a drop box or other storage container in the public right-of-way when:
1. The drop box or storage container blocks, impedes or interferes with the vision or normal flow of vehicular, bicycle or pedestrian traffic on public or private streets or sidewalks;
 2. The drop box or storage container is located in the public right-of-way other than where parking is allowed;
 3. The drop box or storage container is on a street, public or private parking lot, or other area designated as an area where immediate access may be needed by the fire department or the police department and their respective equipment;
 4. The drop box or storage container is on a street where snow removal equipment will soon clear the street and removal of the drop box or storage container is reasonably necessary in order to clear the street;
 5. The drop box or storage container blocks or is within ten feet of a fire hydrant;
 6. The drop box or storage container does not have a minimum of one square foot of reflective material on each corner next to traffic;
 7. The drop box or storage container exceeds twenty and one-half feet in length and eight feet in width; or
 8. The drop box or storage container leaks.
- C. The owner of the drop box or other large storage container and the property owner shall make every effort to place the drop box or storage container on private property prior to placement in the public right-of-way.
- D. A drop box or storage container in violation of this section may be impounded as provided in TMC 10.38.

CHAPTER 10.38 - IMPOUNDING VEHICLES

10.38.010 - Impound.

In addition to any remedy imposed for violation of this code or state law, a vehicle in violation of this chapter may be impounded as follows:

- A. Without Prior Notice. A vehicle may be towed immediately and without prior notice when:
1. The vehicle is a hazardous vehicle as prohibited in TMC 10.36.020;
 2. The city manager, city manager's designee, or a peace officer reasonably believes that the vehicle is stolen;
 3. The city manager, city manager's designee, or a peace officer reasonably believes that the vehicle or its contents constitute evidence of any crime, if such towing is reasonably necessary to obtain or preserve such evidence;
 4. The vehicle was in possession of a person taken into custody by a peace officer;
 5. The vehicle is unlawfully parked on a public or private street or alley in a conspicuously restricted space, zone or traffic lane where parking is limited or prohibited to designated classes of vehicles or periods of time, or at any time when the vehicle interferes with the intended use of such space, zone or traffic lane;
 6. The vehicle obstructs the entrance of any post office or postal station, or is within ten feet of a private mailbox between 8:00 a.m. and 6:00 p.m.;
 7. The vehicle was in the possession of a person who a peace officer has probable cause to believe, at or just prior to the time the peace officer stops the person, has committed any of the following offenses:
 - a. Driving while suspended or revoked (ORS 811.175 or 811.182);
 - b. Driving while under the influence of intoxicants (ORS 813.010);
 - c. Operating without driving privileges or in violation of license restrictions (ORS 807.010);
 - d. Driving an uninsured vehicle (ORS 806.010).
 8. The vehicle remained in a park after park closure; or
 9. The peace officer reasonably believes the vehicle was utilized in a manner contrary to TMC 10.32.060; or
 10. The vehicle has three or more unpaid citations for the same registered owner.
- B. With Prior Notice. A vehicle may be towed ~~seventy-two~~96 hours after the date of the notice, as provided by TMC 10.38.020 when:
1. The manager or peace officer reasonably believes that the vehicle is abandoned, as defined in TMC 10.04.020, or in violation of TMC 10.36.010.A.;

2. The vehicle is unlawfully parked pursuant to TMC 10.12.020, except as provided in TMC 10.38.010(1); or
 3. The vehicle is parked on public-owned or operated property without express city permission.
- C. A vehicle impounded pursuant to this section shall be taken into custody by the city manager, designee or a peace officer and shall be held at the expense of the owner or person entitled to possession of the vehicle. The city manager, designee or peace officer may use the personnel, equipment and facilities of the city for the removal and storage of the vehicle, or may hire a private garage or a towing company for that purpose.

10.38.020 - Impound procedures.

- A. Pre-Impound Investigation and Notice. The city manager, designee or a peace officer shall, when a vehicle may be impounded only after prior notice under this chapter:
1. Make a reasonable and immediate effort to discover the driver or registered owner and request immediate removal of the vehicle; or
 2. Place a notice of intent to impound upon the windshield or some other conspicuous part of the vehicle which is easily seen by the passing public, whether or not the owner is identified as set forth above.
 3. The pre-impound notice required by this subsection shall include the following:
 - a. The name and badge number of the peace officer or identification of the city employee issuing the notice;
 - b. That if the vehicle is not removed within the prescribed time limit, the vehicle will be impounded;
 - c. The statute, ordinance or rule violated by the vehicle under which the vehicle will be removed;
 - d. The telephone number and address of the city department that will provide information about where the vehicle will be held in custody if it is towed;
 - e. That any person who, at the request of the manager or public safety officer, impounds a vehicle, shall have a lien on the vehicle for the just and reasonable towing and storage charges, may retain possession of the vehicle until the charges are paid, and may have the vehicle sold to satisfy the lien if the charges are not paid;
 - f. That the owner, possessor or person having an interest in the vehicle may request a hearing within five calendar days (excluding holidays, Saturdays and Sundays) from the date of the notice on the validity of the proposed impound and the reasonableness of the lien; and
 - g. That the request for hearing may be made in writing to the person so designated in the notice.

4. If a hearing is timely requested before the vehicle is taken into custody, the vehicle shall not be impounded until a hearing is set and held in accordance with TMC 10.38.030.
- B. Post-Impound Notice. If a vehicle is taken into custody of the city, the city manager, designee or peace officer, the city shall provide notice by first class mail, and postage prepaid, within forty-eight hours of the removal (not including holidays, Saturdays or Sundays) to the owner(s) of the vehicle and any lessors or security interest holders as shown on the records of the Oregon Department of Transportation, or any other state as those records may be available.
1. The post-impound notice required by this subsection shall include the following:
 - a. The statute, ordinance or rule under which the vehicle has been taken into custody or removed on behalf of the city;
 - b. The location where the vehicle may be redeemed by the owner or person entitled to possession;
 - c. That the vehicle is subject to towing and storage charges, and the telephone number and address of the facility that may be contacted for information on the charges that have accrued to the date of the notice and the daily storage charges;
 - d. That the vehicle and its contents are subject to a lien for payment of the towing and storage charges in favor of the facility that towed and is storing the vehicle, and that the vehicle and its contents may be sold at public auction to satisfy the lien if the charges are not paid by the specified date;
 - e. That the vehicle and its contents may be immediately reclaimed by presentation to the appropriate authority of satisfactory proof of ownership or right to possession; removal of any conditions required for the police department to release its hold; payment of the administrative fee for processing release of the vehicle; and either payment of the towing and storage charges or the deposit of cash security or a bond equal to the charges with the appropriate authority;
 - f. That the owner, possessor or person having an interest in the vehicle and its contents is entitled to a prompt hearing on the validity of the tow and the reasonableness of the charges, if requested within five calendar days (excluding holidays, Saturdays or Sundays) from the date of the notice, and that the request for hearing may be made in person, by telephone or in writing to the person so designated in the notice; and
 - g. That hearing costs may be assessed against the person requesting the hearing, including costs of the hearing officer and any witnesses.
 2. Reasonable efforts shall be made to ascertain the name and address of the owner and/or other persons with an interest in the vehicle so that notice may be mailed, if reasonably possible, within forty-eight hours of impound. However, no notice need be mailed pursuant to this subsection when:
 - a. A vehicles does not display license plates or other identifying markings by which the registration or ownership of the vehicle can be determined;

- b. The identity and address of the vehicle owner is not available from the appropriate motor vehicle licensing and registration authority and when the identity and address of the owner and/or other persons with an interest in the vehicle cannot otherwise be reasonably determined; or
 - c. Actual notice of a tow has been given personally to the owner or person entitled to possession. Such actual notice must include all information required under subsection 2.a. above. Actual notice may be used in lieu of the mailed notice required by subsection 2.
- C. Inventory of Impounded Vehicle. The contents of all vehicles impounded by a public safety officer will be inventoried in accordance with the provisions of TMC 2.56.030.
- D. The official conducting the impound of the vehicle shall immediately provide notice to the Multnomah County Sheriff's Office of the existence of the tow, the procedure for retrieving the vehicle and the location of the vehicle.

10.38.030 - Hearing.

A. Request for Hearing.

1. Post-Impound Hearing Request. The owners or any lessors or security interest holders as shown on the records of the Oregon Department of Transportation, or any other state, must request a hearing within five calendar days (excluding holidays, Saturdays and Sundays) from the date of the notice. The request may be made in writing to the person designated in the notice. Failure to make a timely request for a hearing shall constitute a waiver of the right to a hearing.
2. Pre-Impound Hearing Request. If the owners or any lessors or security interest holders as shown on the records of the Oregon Department of Transportation, or any other state, timely request a hearing before the vehicle is taken into custody, the vehicle shall not be impounded until a hearing is set and held in accordance with this section.

B. Hearing Procedures.

1. When timely request for a hearing is made, a hearing shall be held before the Troutdale Municipal Court. However, the city manager or the judge of the municipal court may appoint one or more designated hearings officers to preside over the impound hearing. A hearing held before a designated hearings officer shall have the same procedural rules and the same effect as a hearing before the Troutdale Municipal Court.
2. The hearing shall be set within three business days of receipt of the request and the hearing shall be conducted within fifteen business days of receipt of the request for hearing. However, the time within which the hearing is to be set or conducted may be extended at the request or with the consent of the owner or person entitled to request the hearing as provided in this chapter.
3. The hearing shall be held in person (except as provided for below), unless both parties agree to hold the hearing by telephone or the judge or hearings officer finds good cause to hold it by telephone.

4. At the hearing, the owner or person entitled to request the hearing as provided in this chapter may contest the validity of the impound and the reasonableness of the charges.
 5. The city shall have the burden of proving by a preponderance of the evidence that there were reasonable grounds to believe that the vehicle was being parked or operated in violation of ORS 806.010, ORS 807.010, ORS 811.175, ORS 811.182, ORS 813.010, or the relevant portion of the Troutdale Municipal Code. The city may present evidence either by testimony or by affidavit. If the city's evidence is presented only by affidavit and the court cannot resolve a question by information contained in the affidavit or relevant report, the hearing may be held open for a reasonable time to complete the record.
- C. Decision of the Municipal Court.
1. If the court/hearings officer finds that impound of the vehicle was proper, the court:
 - a. Shall enter an order supporting the impound/removal; and
 - b. Shall find that the owner or person entitled to possession is liable for any towing and storage charges resulting from the impound; and
 - c. May find that the owner or person entitled to possession is liable for the costs of the tow hearing, including costs of the hearings officer and any witnesses.
 2. If the court/hearings officer finds that impound of the vehicle was improper, the court shall:
 - a. Order the vehicle released to the owner or person entitled to possession;
 - b. Find that the owner or person entitled to possession is not liable for any towing or storage charges resulting from the impound; and
 - c. Order the city to satisfy the towing and storage lien.
 3. The decision of the municipal court/hearings officer is final and is not appealable.
- D. Failure to Appear at the Hearing. If the person requesting the hearing does not appear at the scheduled hearing, the court may enter an order supporting the impound and assessing towing and storage costs, and shall add an assessment for the costs of the hearing and any witnesses who appeared at the time set for hearing.

10.38.040 - Release of vehicle.

- A. A vehicle which has been impounded under TMC 10.38.010 may be released to a person entitled to lawful possession provided the city or law enforcement agency has released its hold, if any, on the vehicle, and upon compliance with the following:
1. Submission of proof that a person with valid driving privileges will be operating the vehicle;
 2. Submission of proof of a valid vehicle registration for the vehicle;
 3. Submission of proof of compliance with financial responsibility requirements for the vehicle;

4. Submission of proof that the vehicle and registered owner have no outstanding fines or fees with the Troutdale Municipal Court; and
 5. Payment to the city or law enforcement agency of an administrative fee sufficient to recover its actual administrative costs for the impoundment.
- B. Notwithstanding subsection 1. of this section, a person who holds a security interest in the impounded vehicle may obtain release of the vehicle by paying the administrative fee.
- C. When a person entitled to possession of the impounded vehicle has complied with the requirements of subsection A. or B. of this section, the city or law enforcement agency shall authorize the person storing the vehicle to release it upon payment of any accrued towing and storage costs, unless otherwise ordered by the hearings officer.
- D. The council may establish by resolution an administrative fee for processing the release of the vehicle.
- E. Notwithstanding any other provision of law, the city, a peace officer or public safety agency or any person acting as an agent for either has authority to refuse to release or authorize release of any motor vehicle from custody to any person who is visibly under the influence of intoxicants.

10.38.050 - Towing and storage liens.

A person who, at the request of the manager or public safety officer, takes a vehicle into custody under the provisions of TMC Chapters 10.12, 10.28, 10.32, 10.36, or 10.38 shall have a lien on the vehicle for the just and reasonable towing and storage charges, may retain possession of the vehicle until the charges are paid, and may have the vehicle sold at public auction to satisfy the lien. The lien that attaches to the vehicle shall be a possessory chattel lien in accordance with ORS Chapter 87 and shall be foreclosed in the manner provided by law. If the appraised value of the vehicle is seven hundred fifty dollars or less, the vehicle shall be disposed of in the manner provided in ORS 819.220.

Chapter 10.40 - ENFORCEMENT^{LSI}

Editor's note— Ord. No. 852, § 1(Att. A), adopted May 28, 2019, in effect, repealed ch. 10.40, § 10.40.010 and enacted a new ch. 10.40 as set out herein. Former ch. 10.40 pertained to violations and penalties and derived from Ord. 673, adopted 1999 and Ord. 352-O, adopted 1981.

10.40.010 - Violation—Penalty.

Penalties for violations of the following sections shall be as follows:

- A. Violations of Sections 10.12.010 through 10.12.090 of this title are punishable by a fine in an amount established by resolution of the council;
- B. Violation of Chapter 10.16 of this title is punishable by a fine not to exceed five hundred dollars;
- C. Violation of Chapter 10.20 and Sections 10.24.010 and 10.24.020 of this title is punishable by a fine not to exceed twenty-five dollars;
- D. Violation of Section 10.28.010 of this title is punishable by imprisonment of a period not to exceed one year or a fine not to exceed one thousand dollars, or both;
- E. Violation of Sections 10.32.010 through 10.32.040 of this title are punishable by a fine in an amount established by resolution of the council;
- F. Violation of Section 10.32.050 of this title is a Class B misdemeanor and punishable by imprisonment not to exceed six months or a fine not to exceed two thousand five hundred dollars or both;
- G. Violation of Section 10.32.060(B) of this title is a Class B misdemeanor and punishable by imprisonment not to exceed six months or a fine not to exceed two thousand five hundred dollars or both;
- H. Violation of Section 10.32.060(C) of this title is a Class A violation and punishable by a fine not to exceed two thousand dollars.
- I. A violation for which a penalty or fine is not set above or by resolution shall be punishable by a fine not to exceed one hundred dollars.

10.40.020 - Owner/lessee responsibility.

The owner or lessee of a vehicle in violation of a parking restriction is responsible for the offense, unless the operator of the vehicle accepts responsibility. It shall be an affirmative defense that the vehicle was used without the owner's or lessee's consent.

10.40.030 - Registered owner presumption.

In a proceeding against a vehicle owner charging a violation of this chapter, proof that the vehicle was registered to the person issued the citation or civil penalty at the time of the violation shall constitute a rebuttable presumption that such person was the owner.

ORDINANCE NO.

AN ORDINANCE AMENDING TROUTDALE MUNICIPAL CODE TITLE 10 – VEHICLES AND TRAFFIC.

THE TROUTDALE CITY COUNCIL FINDS AS FOLLOWS:

1. The City of Troutdale has a vested responsibility to ensure vehicles that park and utilize roads within the city are lawfully operated or positioned.
2. In May 2019, a comprehensive amendment to Troutdale Municipal Code Title 10 was approved by City Council.
3. Several of the existing standards do not adequately fulfill the City's expectations to ensure a livable community due to the proliferation of complaints related to vehicle storage and parking.
4. Other components within this title require modification due to sufficient and compelling testimony provided from the public.
5. The draft amendments have been discussed by the City Council at the March 10, 2020 City Council regular meeting, with public hearings on the amendments occurring at the May 12, 2020 and May 26, 2020 City Council regular meetings.

NOW, THEREFORE, BE IT ORDAINED BY THE COUNCIL OF THE CITY OF TROUTDALE

Section 1. Title 10 shall be Amended as set forth in Attachment A.

**YEAS:
NAYS:
ABSTAINED:**

Casey Ryan, Mayor

Date

Sarah Skroch, City Recorder
Adopted:

CHAPTER 10.04 - DEFINITIONS

Editor's note— Ord. No. 852, adopted May 28, 2019, in effect, repealed ch. 10.04, §§ 10.04.010—10.04.100 and enacted a new ch. 10.04 as set out herein. Former ch. 10.04 pertained to similar subject matter and derived from Ord. 352-O, adopted 1981.

10.04.010 - Generally.

- A. In addition to those definitions contained in the Oregon Vehicle Code, ORS 801.100 through 801.610, the following words or phrases shall have the meanings as set out in this chapter.
- B. As used in this title, the singular includes the plural and the masculine includes the feminine.

10.04.020 - Abandoned vehicles.

A vehicle that has been deserted, relinquished or has one or more of the following existing conditions:

- 1. The vehicle license plate or registration sticker has expired or has been canceled.
- 2. The vehicle has no license plate.
- 3. The vehicle has no visible vehicle identification number (VIN).
- 4. The vehicle appears to be inoperative or disabled.
- 5. The vehicle appears to be unlawful to operate on a public street.

10.04.030 - Bicycle.

A vehicle that:

- 1. Is designed to be operated on the ground on wheels;
- 2. Has a seat or saddle for use of the rider;
- 3. Is designed to travel with not more than three wheels in contact with the ground; and
- 4. Is propelled exclusively by human power, or in concert with electrical power.

10.04.040 - Bus stop.

The space along the edge of a roadway designated by sign for use by buses loading or unloading passengers.

10.04.050 - Clear vision area.

The area near intersections of roadways and ingress/egress point where a clear field of vision is necessary for public safety.

10.04.060 - Driveway (drive).

A private roadway providing access for vehicles to a parking space, garage, dwelling, or other structure.

10.04.070 - Hazardous vehicle.

A vehicle left in a location or condition such as to constitute an immediate and continuous threat to public health and safety, the environment, or the safety of vehicular or pedestrian traffic.

10.04.080 - Holiday.

New Year's Day, Martin Luther King, Jr. Day, Presidents' Day, Memorial Day, Independence Day, Labor Day, Veterans' Day, Thanksgiving Day, Christmas Day, and any other day proclaimed a holiday by the council or city manager.

10.04.090 - Loading zone.

A space on the edge of a roadway or in a public parking lot, designated by sign or pavement marking, for the purpose of loading or unloading passengers or materials.

10.04.100 - Non-road area.

Any area that is not a road, or a road which is closed to off-road vehicles and posted as such, except that areas commonly held open to vehicular use, such as parking lots and race tracks, shall not be considered non-road areas.

10.04.110 - Parade.

A procession of five or more persons or two or more vehicles.

10.04.120 - Private garage.

A reputable, private storage yard, garage or other storage place selected by the city manager.

10.04.130 - Public parking lot.

A parking lot or other area in the city, owned by the city, and devoted to public use as space for the temporary leaving of motor vehicles.

10.04.140 - Recreational vehicle.

A motor home, camper, travel trailer, motor coach, boat, or portable vehicular structure capable of being towed on the highways by a motor vehicle, designed and intended for casual or short-term human occupancy for travel, recreational or vacation uses. If identified in some manner as a recreation vehicle by the manufacturer or registered as such with the state, it is prima facie a recreation vehicle.

10.04.150 - Registered owner.

The name on file with the Oregon Department of Transportation, or any other state, indicating ownership of, or legal interest in, a specific vehicle.

10.04.160 - Rideshare service.

A rideshare service is a service that provides vehicular transportation by a private individual or private company for profit.

10.04.170 - Storage.

The placing or leaving of property at a location for a period of time in excess of 96 hours.

10.04.180 - Taxicab stand.

A space on the edge of a roadway designated by sign for use by taxicabs or rideshare services.

10.04.190 - Traffic lane.

That area of the roadway used for the movement of a single line of traffic.

CHAPTER 10.08 - ADMINISTRATION**10.08.010 - Council powers and authority.**

- A. Subject to state laws, the city council shall exercise all municipal traffic authority for the city except those powers specifically and expressly delegated herein or by another ordinance.
- B. The powers of the council shall include, but not be limited to:
1. Designation of through streets (Oregon Revised Statutes Section 487.875);
 2. Designation of one-way streets (Oregon Revised Statutes Section 487.885(1) (a));
 3. Designation of truck routes (Oregon Revised Statutes Section 483.542);
 4. Designation of parking meter zones;
 5. Restriction of the use of certain streets by any class or kind of vehicle to protect the streets from damage (Oregon Revised Statutes Section 487.905);
 6. Authorization of greater maximum weights or lengths for vehicles using city streets than specified by state law (Oregon Revised Statutes Section 483.525);
 7. Initiation of proceeds to change speed zones (Oregon Revised Statutes Section 487.490);
 8. Revision of speed limits in parks (Oregon Revised Statutes Section 487.865).

(Ord. 352-O § 2 (7.10.020), 1981)

10.08.020 - City manager—Duties.

The city manager or designee shall exercise the following duties:

- A. Implement the ordinances, resolutions and motions of the council and city manager orders by installing, maintaining, removing and altering traffic-control devices. Such installation shall be based on the standards contained in the Oregon Manual on Uniform Traffic Control Devices for Streets and Highways;
- B. Establish, remove or alter the following classes of traffic-controls:
1. Crosswalks, safety zones and traffic lanes;
 2. Intersection channelization and areas where drivers of vehicles shall not make right, left or U-turns and the time when the prohibition applies;
 3. Parking areas and time limitations, including the form of permissible parking (e.g., parallel or diagonal);
 4. Traffic-control signals;
 5. Loading zones and stops for vehicles.
- C. Issue oversize or overweight vehicle permits;
- D. Issue overnight, special, and guest parking permits;

- E. Designate certain streets as bridle paths and prohibit horses and animals on other streets;
- F. Temporarily block or close streets;
- G. Establish bicycle lanes and paths and traffic-controls for such facilities;
- H. Duties exercised by the city manager or designee shall be reported to the council at the regular meeting immediately following their implementation and the council may reject or modify such action. This reporting requirement may be dispensed with when the council so orders. Failure to timely report does not invalidate the actions of the city manager.

(Ord. 489-O (part), 1986; Ord. 352-O § 2 (7.10.025), 1981)

(Ord. No. 801, § 1, 1-11-2011; Ord. No. 852, § 1(Att. A), 5-28-2019)

Editor's note— Ord. No. 801, § 1, adopted, Jan. 11, 2011, changed the title of section 10.08.020 from city administrator—duties to city manager—duties.

10.08.030 - City manager—Administration of provisions.

The regulations of the city manager or designee shall be based upon:

- A. Traffic engineering and traffic investigations;
- B. Standards, limitations and rules promulgated by the Oregon Transportation Commission;
- C. The health and safety of persons or property; and
- D. Other recognized traffic-control standards.

(Ord. 352-O § 2 (7.10.035), 1981)

(Ord. No. 801, § 1, 1-11-2011; Ord. No. 852, § 1(Att. A), 5-28-2019)

Editor's note— Ord. No. 801, § 1, adopted, Jan. 11, 2011, changed the title of section 10.08.030 from city administrator—administration of provisions to city manager—administration of provisions.

10.08.040 - Enforcement authority.

- A. It shall be the duty of peace officers and City Manager or designee to enforce the provisions of this chapter.
- B. In the event of a fire or other public emergency, officers of the police and fire departments may direct traffic as conditions require, notwithstanding the provisions of this chapter.

(Ord. 352-O § 2 (7.10.040), 1981)

Editor's note— Ord. No. 852, § 1(Att. A), adopted May 28, 2019, renamed § 10.08.040 from "police and fire officers—authority" to "enforcement authority."

10.08.050 - Temporary traffic-control devices—Installation authority.

Under conditions constituting a danger to the public, the city manager or designee may install temporary traffic-control devices deemed to be necessary.

(Ord. 352-O § 2 (7.10.030), 1981)

(Ord. No. 801, § 1, 1-11-2011; Ord. No. 852, § 1(Att. A), 5-28-2019)

10.08.060 Overnight, special and guest parking permits.

- A. Whenever parking or standing is prohibited or limited, no person shall park or stand a vehicle in violation of the prohibition or limitation, unless the person obtains and displays a valid special parking permit or guest permit that allows for such parking or standing.
- B. The city manager or the city manager's designee may issue overnight parking permits for public parking lots, special parking permits and guest permits.
- C. Overnight parking permits shall be issued on an annual basis with each permit expiring on December 31 of a particular year. Permits issued from November 1 to December 31 may be valid for following calendar year. The city manager or city manager's designee shall use the following criteria in evaluating an application for a permit:
 1. The applicant has successfully demonstrated that one of the following conditions exist:
 - a. The applicant a resident within the Town Center Zoning Overlay District whose place of residence does not contain at least one (1) off-street parking space designated for their use on the property and is requesting not more than two (2) parking spaces.
 - b. The applicant is a business with a permanent establishment within the Town Center Overlay District and has adequately met the following criteria for consideration:
 - i. The business has a specific need to accommodate for overnight parking for clientele;
 - ii The property does not contain adequate off-street parking;
 - iii. The business is not more than six (6) parking spaces for each address. Businesses with more than one address in the City may not request additional spaces. Other businesses located at the same address may not request spaces if the limit has already been reached for the address.
 2. The location of overnight parking shall occur only in areas as determined by the City Manager, with the parking areas listed below as being specifically prohibited from consideration:
 - a. On-street parking on Historic Columbia River Highway between 257th Drive and Kibling Street
 - b. On-street parking on S Buxton Road, SE Dora Avenue, and SE Harlow Avenue between Historic Columbia River Highway and 2nd Street.
 - c. The City-owned off-street parking lot located adjacent to Mayor's Square, in between S Buxton Road and SE Dora Avenue.

3. Not more than twenty (20) overnight parking permits in total may be authorized at any given time.
- D. Special and guest parking permits shall not exceed a total period of two weeks within any four-week period unless extended in the city manager's discretion.
- E. The city manager or the city manager's designee, shall adopt policy, procedures and a fee schedule that will be followed in issuing and revoking overnight parking permits, special parking permits and guest permits. Before adopting the policy, procedure and fee schedule, the city manager or the city manager's designee shall give interested persons a reasonable opportunity to comment on the policy, procedure and fee schedule. The city manager, or the city manager's designee, shall forward a copy of the adopted policy, procedure and fee schedule to the city council upon adoption.

CHAPTER 10.12 - PARKING^[2]

Editor's note— Ord. No. 852, § 1(Att. A), adopted May 28, 2019, in effect, repealed ch. 10.12, §§ 10.12.010—10.12.160 and enacted a new ch. 10.12 as set out herein. Former ch. 10.12 pertained to stopping, standing and parking and derived from Ord. 352-O, adopted 1981; Ord. 382-O adopted 1982; Ord. 489-O, adopted 1986; Ord. 626, adopted 1995; Ord. 673, adopted 1999; and Ord. 721, adopted 2002.

10.12.010 - Parking methods and standards.

- A. Parked or standing vehicles shall park or stand in the indicated direction of travel with the wheels parallel to and within twelve inches of the curb, or if none, as close as possible to the edge of the shoulder, and, if spaces are marked, within a single marked parking space unless the size or shape of the vehicle makes compliance impossible.
- B. The operator who first begins maneuvering a motor vehicle into a vacant parking space on a street shall have priority to park in that space, and no other vehicle operator shall attempt to interfere.
- C. Whenever the operator of a vehicle discovers the vehicle is parked within one hundred fifty feet of a building to which the fire department has been summoned, the operator shall immediately remove the vehicle from the area, unless otherwise directed by police or fire officers.

10.12.020 - Unlawful parking or standing.

- A. In addition to the laws prohibiting parking, stopping, and standing contained within the Oregon Vehicle Code, ORS 811.550 through ORS 811.637, no person shall on a public or private street:
 1. Park or stand a vehicle in an alley other than for the expeditious loading or unloading of persons or materials, and in no case for a period in excess of thirty consecutive minutes.
 2. Park or stand a vehicle (including trailers, boats, trucks, truck tractors, buses, mobile homes, and recreational vehicles) which exceeds eight thousand pounds gross weight, twenty-one feet in length or eight feet in height upon any street or parking strip in any residential area of the city, except as provided in TMC 10.12.050.
 3. Park or stand an unattended vehicle (including trailers, boats, trucks, truck tractors, buses, mobile homes, and recreational vehicles) which exceeds eight thousand pounds gross weight, twenty-one feet in length or eight feet in height upon any street or parking strip in any non-residential area of the city, except as provided in TMC 10.12.050.
 4. Park, or permit a vehicle owned, operated or controlled by the person to be parked, on a public or private street and do any of the following:
 - a. Park where official signs or markings such as curbs painted yellow or red, have been installed prohibiting standing, stopping, or parking.

- b. Park for a longer period of time than designated by official signs, parking meters or other markings placed by the city, county or state, except on Sundays and holidays. Parking time limits shall be effective only between the hours of 8:00 a.m. and 6:00 p.m., unless designated "no parking at any time," or otherwise designated by official signs or markings.
 - c. Park for more than 96 consecutive hours in a place where time limitations are not designated by official signs, parking meters, or other markings.
5. Park or stand a vehicle in a manner that obstructs a driveway unless the vehicle is owned by the property owner of the driveway or a guest of the property owner.
 6. Park or stand a vehicle other than in the indicated direction of travel with the wheels parallel to and within twelve inches of the curb, or if none, as close as possible to the edge of the shoulder, and, if spaces are marked, within a single marked parking space unless the size or shape of the vehicle makes compliance impossible.
 7. Park or stand a hazardous or abandoned vehicle.
 8. Park or stand where official signs or markings prohibit standing, stopping, or parking due to street maintenance.
 9. Park or stand a vehicle in front of the entrance of any post office or postal station, or other place where mail is received or deposited, or within ten feet of a private mailbox between 8:00 a.m. and 6:00 p.m.
 10. No operator shall park or stand and no owners shall allow a vehicle to be parked or left standing upon a street or public right-of-way for the principal purpose of:
 - a. Repairing or servicing the vehicle, except repairs necessitated by an emergency;
 - b. Displaying advertising from the vehicle;
 - c. Selling merchandise from the vehicle; or
 - d. Offering the vehicle for sale.
 11. Park without having a valid permit issued by the manager where official signs designate parking is allowed only with a permit.
 12. Park or stand within ten feet of a fire hydrant.
- B. For the purposes of this section, "residential areas" means and includes all parts of the city zoned for residential use and any street adjacent to a hotel, motel, church, school, residence, multiple-family dwelling, hospital, park or playground.
- C. The provisions of this section shall not be deemed to prohibit the lawful parking of such equipment upon any street, avenue or public way in the city for the actual loading or unloading of goods, wares or merchandise; provided, however, that "loading" and "unloading," as used in this section, shall be limited to the actual time consumed in such operation, not to exceed four hours.

10.12.030 - Public parking lots.

- A. Reserved Areas. Provision may be made within any public parking lot for an area to be reserved exclusively for parking of electric vehicles, bicycles, motorcycles, mopeds, carpools, or trucks.
- B. Signs. The manager shall post and maintain at each entrance to a public parking lot a sign stating in substance the following:
 - 1. Parking is limited to a specific time limitation except for overnight and monthly parking;
 - 2. Overnight and monthly parking is permitted only in the designated areas;
 - 3. Parking is restricted to vehicles of less than ten thousand pounds GVW;
 - 4. If special parking is provided for electric vehicles, bicycles, motorcycles or mopeds, carpools, or trucks, where such special parking is permitted.

10.12.040 - Private property parking.

- A. Properties in areas zoned for any density of residential shall have no more than five motor vehicles per primary residential unit, including not more than two recreational vehicles and not more than one abandoned vehicle, parked or stored on private property, day event parking excluded.
- B. All motor vehicles parked on private property shall be parked on a hard surface, such as compacted gravel, concrete, asphalt or similar durable material. Soil, vegetation, and loose rock, gravel or stone is prohibited as a parking surface.
- C. Except upon a driveway or other approved surface, no vehicle shall be parked on private property within the front yard, except for the immediate loading and unloading of persons or property.
- D. No vehicle or recreational vehicle shall be parked on private property so as to extend into the public right-of-way, roadway, sidewalk, or in the clear vision area of corner lots.
- E. Vehicles actively used for construction, excavation or farming may be on the property for up to thirty days.

10.12.050 - RV and other vehicle parking.

- A. It is unlawful to park, or permit any of the following vehicles or property owned, operated or controlled by the person to be parked, on any public highway, road, street, or right-of-way within the city, except for the loading or unloading of persons or property not to exceed forty-eight (48) hours, or as otherwise set forth below:
 - 1. Recreational vehicle unless issued a permit pursuant to TMC 10.08.060;
 - 2. Vehicle or combination of vehicles (vehicle plus any towed unit) in excess of ten thousand pounds GVW;
 - 3. Trailer; or
 - 4. Boat.

10.12.060 - Loading zones.

No person shall stand or park a vehicle for any purpose or length of time, other than for the expeditious loading or unloading of persons or materials, in a place designated as a loading zone when the hours applicable to that loading zone are in effect. In no case, when the hours applicable to the loading zone are in effect, shall the stop for loading and unloading of materials exceed the time limits posted. If no time limits are posted then the use of the zone shall not exceed thirty minutes.

10.12.070 - Bus stops and taxicab stands—Stand use restrictions.

No person shall stand or park a vehicle other than a taxicab or rideshare vehicle in a taxicab stand, or a bus in a bus stop, except that the operator of a passenger vehicle may temporarily stop for the purpose of and while actually engaged in loading or unloading passengers when stopping does not interfere with a bus, rideshare vehicle or taxicab waiting to enter or about to enter the restricted space.

10.12.080 - Buses and taxicabs—Standing and parking.

The operator of a bus, rideshare vehicle or taxicab shall not stand or park the vehicle upon a street in a business district at a place other than a bus stop or taxicab stand, respectively, except that this provision shall not prevent the operator of a taxicab or rideshare vehicle from temporarily stopping the taxicab outside a traffic lane while loading or unloading passengers.

10.12.090 - Children in parked vehicles.

- A. It is unlawful for any person who has under his or her control, custody or guidance any minor child under ten years of age to, at any time, lock, confine or permit to be locked or confined or to leave unattended, any such child in any automobile, truck or other motor vehicle upon any public street, alley or public parking facility or other public or private property where parking or drive-in facilities are offered to the public within the city limits for any period of time. A child is unattended within the meaning of this chapter if the oldest person with such child is a person under the age of ten years.
- B. It shall be lawful for any peace officer of the city who finds a child confined in an automobile, truck or other vehicle to enter such vehicle to remove any child if the peace officer has reason to believe that the confinement is hazardous to the child's health. The peace officer may lawfully do whatever is reasonably necessary in order to remove the child from the vehicle, including breaking windows or doors.
- C. Any such child so removed from any such vehicle shall be taken to a suitable place in the county, and a report thereof made to the juvenile authorities of the county.

10.12.100 - Parking time—Extensions.

Where maximum parking time limits are designated by sign, movement of a vehicle within a block shall not extend the time limits for parking.

10.12.120 - Exemptions—Government vehicles.

The provisions of this chapter regulating the parking or standing of vehicles shall not apply to a vehicle of the city, county or state, or public utility while necessarily in use for construction or repair work on a street, or a vehicle owned by the United States while in use for the collection, transportation or delivery of mail.

10.12.130 - Illegal parking—Citation.

When a vehicle is found in violation of this chapter or state law, the officer finding the vehicle shall take its license number and any other information displayed on the vehicle which may identify its owner, and shall conspicuously affix to the vehicle a parking citation. The parking citation shall instruct the owner to pay the penalty imposed or contest the citation within ten days of the date the citation was issued. The citation shall specify how to contest the citation or pay the penalty, and shall clearly explain the consequences for failing to do so within the required time period. The parking citation will serve as the means of notifying the owner of the vehicle that, if any person fails to respond to the citation, or fails to pay all outstanding penalties for three or more parking citations within ten days from the date the last citation was issued, the vehicle may be towed and impounded.

10.12.140 - Applicability to rideshare services.

All moving and parking regulations within the Troutdale Municipal Code are applicable to rideshare service providers and passengers.

CHAPTER 10.16 - PARADES AND PROCESSIONS**10.16.010 - Funeral processions.**

- A. A funeral procession shall proceed to the place of interment by the most direct route which is both legal and practicable.
- B. The procession shall be accompanied by adequate escort vehicles for traffic-control purposes.
- C. All motor vehicles in the procession shall be operated with their lights turned on.
- D. No person shall unreasonably interfere with a funeral procession.
- E. No person shall operate a vehicle that is not a part of the procession between the vehicles in a funeral procession.

(Ord. 352-O § 2 (7.10.175), 1981)

10.16.020 - Parades—Permit required.

No person shall organize or participate in a parade which may disrupt or interfere with traffic without obtaining a permit. A permit shall always be required of a procession of people utilizing the public right-of-way and consisting of 20 or more persons or five or more vehicles.

(Ord. 352-O § 2 (7.10.180), 1981)

10.16.030 - Parades—Application.

- A. Application for parade permits shall be made to the city manager at least ten days prior to the intended date of the parade, unless the time is waived by the city manager.
- B. Application shall include the following information:
 - 1. The name and address of the person responsible for the proposed parade;
 - 2. The date of the proposed parade;
 - 3. The desired route including assembling points;
 - 4. The number of persons, vehicles and animals which will be participating in the parade;
 - 5. The proposed starting and ending time;
 - 6. The application shall be signed by the person designated as chairman.

(Ord. 352-O § 2 (7.10.185(A) and (B)), 1981)

10.16.040 - Issuance, denial or alternatives—Conditions—Notice.

- A. The city manager, upon receipt of the application, determines that the parade can be conducted without endangering public safety and without seriously inconveniencing the general public, he shall approve the route and issue the permit.

- B. If the city manager determines that the parade cannot be conducted without endangering public safety or seriously inconveniencing the general public, he may:
1. Propose an alternate route;
 2. Propose an alternate date;
 3. Refuse to issue a parade permit.
- C. The city manager shall notify the applicant of his decision within five days of receipt of the application.
- D. If the city manager proposes alternatives or refuses to issue a permit, the applicant shall have the right to appeal his decision to the city council.

(Ord. 352-O § 2 (7.10.185(C)—(F)), 1981)

(Ord. No. 801, § 1, 1-11-2011; Ord. No. 852, § 1(Att. A), 5-28-2019)

10.16.050 - Appeals.

- A. An applicant may appeal the decision of the city manager by filing a written request of appeal with the city recorder within five days after the city manager has proposed alternatives or refused to issue a permit.
- B. The council shall schedule a hearing date which shall not be later than the second regular session following the filing of the written appeal with the city recorder and shall notify the applicant of the date and time that they may appear either in person or by a representative.

(Ord. 352-O § 2 (7.10.190), 1981)

(Ord. No. 801, § 1, 1-11-2011; Ord. No. 852, § 1(Att. A), 5-28-2019)

10.16.060 - Parades—Permit revocable.

The city manager may revoke a parade permit if circumstances clearly show that the parade can no longer be conducted consistent with public safety.

(Ord. 352-O § 2 (7.10.200), 1981)

(Ord. No. 801, § 1, 1-11-2011; Ord. No. 852, § 1(Att. A), 5-28-2019)

10.16.070 - Unlawful activities during parades.

- A. No person shall unreasonably interfere with a parade or parade participant.
- B. No person shall operate a vehicle that is not part of the parade between the vehicles or persons comprising a parade.

(Ord. 352-O § 2 (7.10.195), 1981)

Chapter 10.20 - PEDESTRIANS**10.20.010 - Use of crosswalks required.**

No pedestrian shall cross a street other than within a crosswalk in blocks with marked crosswalks or if within one hundred fifty feet of a marked crosswalk. Pedestrians shall not use a roadway for travel when abutting sidewalks are available.

(Ord. 352-O § 2 (7.10.165), 1981)

10.20.020 - Crossing streets at right angles.

A pedestrian shall cross a street at a right angle, unless crossing within a crosswalk.

(Ord. 352-O § 2 (7.10.170), 1981)

CHAPTER 10.24 - BICYCLES AND OTHER VEHICLES¹³¹

Editor's note— Ord. No. 852, § 1(Att. A), adopted May 28, 2019, renamed ch. 10.24 from "bicycles and toy vehicles" to "bicycles and other vehicles."

10.24.010 - Bicycles—General requirements.

In addition to observing all other applicable provisions of this chapter and state law pertaining to bicycles, (Oregon Revised Statutes Sections 814.400 through 814.489) a person shall:

- A. Not leave a bicycle, except in a bicycle rack. If no rack is provided, the person shall leave the bicycle so as not to obstruct any roadway, sidewalk, driveway or building entrance. A person shall not leave a bicycle in violation of the provisions relating to the parking of motor vehicles.
- B. It shall be unlawful for the owner or operator of any bicycle to ride upon any sidewalk or path constructed for the use of and commonly used by pedestrians within the corporate limits of the city outside of areas zoned exclusively for residential use.

(Ord. 352-O § 2 (7.10.155), 1981)

10.24.020 - Bicycles—Impoundment and disposition.

- A. No person shall have a bicycle on public or private property without consent of the person in charge or the owner thereof.
- B. A bicycle left on public property for a period in excess of twenty-four hours may be impounded by the city.
- C. In addition to any citation issued, a bicycle parked in violation of this chapter may be immediately impounded by the city.
- D. If a bicycle impounded under this chapter is licensed, or other means of determining its ownership exist, the city shall make reasonable efforts to notify the owner.
- E. A bicycle impounded under this chapter which remains unclaimed shall be disposed of in accordance with the city's procedures for disposal of abandoned or lost personal property.

(Ord. 352-O § 2 (7.10.160), 1981)

10.24.030 - Sleds on public streets.

No person shall use the streets for traveling on toboggans, sleds, downhill skis or similar devices, except where authorized.

(Ord. 352-O § 2 (7.10.060), 1981)

Editor's note— Ord. No. 852, § 1(Att. A), adopted May 28, 2019, renamed § 10.24.030 from "skis and sleds on public streets" to "sleds on public streets."

CHAPTER 10.28 - OFF-ROAD VEHICLES**10.28.010 - Operating restrictions—Unlawful acts designated.**

- A. It is unlawful for any person to operate an off-road vehicle on any non-road area which the operator does not own, unless:
1. The operator possess written permission from the owner, contract purchaser or lessee of the non-road area; or
 2. The operator possesses written evidence of membership in a club or association to which the owner, contract purchaser or lessee of the non-road area has given written permission and a copy of which has been filed with the city manager; or
 3. The owner, contract purchaser or lessee of the non-road area has designated the non-road area as open for recreational purposes in accordance with Oregon Revised Statutes Sections 105.668 through 105.700 by filing such consent and other information necessary to identify the area, with the city manager; or
 4. The owner, contract purchaser or lessee has designated the non-road area as being open to off-road vehicle use by posting notice thereof which describes the boundaries of the non-road area designated as open and which designates the hours during which the area is to be open.
- B. It is unlawful for any person to:
1. Falsify the written permission required by subsection A.1. of this section;
 2. Falsify the evidence of club or association membership or the written permission required by subsection A.2. of this section;
 3. Falsify the filing or consent required by subsection A.3. of this section;
 4. Post the notice or remove the posted notice required by subsection A.4. of this section without the consent of the owner, contract purchaser or lessee.

(Ord. 352-O § 2 (7.10.350), 1981)

(Ord. No. 801, § 1, 1-11-2011; Ord. No. 852, § 1(Att. A), 5-28-2019)

10.28.020 - Unlawful operation—Arrest and vehicle seizure authorized when.

- A. A peace officer may arrest the person operating an off-road vehicle when the person is found in the act of operating an off-road vehicle in violation of this chapter; except, however, the peace officer may issue a citation in accordance with Oregon Revised Statutes Section 133.070 in lieu of exercising custody of the operator.
1. A peace officer may seize any off-road vehicle incident to arrest or citation of the operator if the peace officer has reasonable grounds to believe that the vehicle was operated with willful or reckless disregard or with the likelihood that the operation would cause substantial damage to the off-road area or that substantial damage has been caused by that operation.

2. A peace officer shall retain possession of the vehicle, if seized, and, in any event, proceed at once against the person arrested in the appropriate court.
- B. If the person arrested is the legal owner of a seized vehicle, it shall be returned to the owner upon execution of a good and valid bond, or cash deposit, with sureties acceptable to the city manager or his designee in a sum equal to the average value of the vehicle as determined by the city manager or his designee, which bond or cash deposit shall be conditioned upon the return of the vehicle to the city upon disposition of the judgment of the court.
1. If the person arrested is convicted of a violation of this chapter, and is the owner of the off-road vehicle, the vehicle shall be subject to disposition as provided in Section 10.28.030 of this chapter.
- C. If the person arrested is not the legal owner of a seized vehicle, the city shall make all reasonable efforts to identify the name and address of the owner. If the city is able to determine the name and address of the owner, the city shall notify the owner by registered or certified mail of the seizure and inform the owner of the rights under subsection D of this section.
- D. Any person notified under subsection C. of this section, or any owner of the vehicle, or any other person asserting a claim of lawful possession of a seized vehicle, may, prior to trial, move the court for return of the vehicle or obtain possession of the vehicle by posting bond or cash in accordance with subsection B. of this section.
1. The court shall, upon receipt of motion for return of vehicle, hold a hearing to determine if the owner, or other person asserting a lawful claim to the vehicle, had any knowledge that the vehicle would be used in violation of this chapter.
 2. If the court determines by clear and convincing evidence that the driver/owner had knowledge that the person arrested would use the vehicle in violation of this chapter, the vehicle shall not be returned to the driver/owner except in accordance with subsection B. of this section and the vehicle shall be subject to forfeiture, as specified in Section 10.28.030 of this chapter.
- E. If the person arrested is not convicted of a violation of this chapter, and if the city is in possession of the vehicle, it shall immediately be returned to the owner.

(Ord. 352-O § 2 (7.10.355), 1981)

(Ord. No. 801, § 1, 1-11-2011; Ord. No. 852, § 1(Att. A), 5-28-2019)

10.28.030 - Disposition of vehicles.

- A. The court, upon conviction of the person arrested, may order a return of a seized vehicle to the owner after payment of all expenses, or it may upon motion made by the city attorney, order forfeiture and sale of the vehicle at public auction by the city.

In determining whether to order a forfeiture and sale of the vehicle, the court shall consider the amount of damage caused by the use of the vehicle, and the willfulness of the violation.

- B. If the court orders a forfeiture and sale of the vehicle, the city, after deducting fifty dollars for administrative expenses plus all other expenses incurred, shall pay, to the extent of the

remaining proceeds, all liens of record, ratably and according to their priorities. Any balance remaining shall be paid into the general funds of the city.

- C. If no person claims the vehicle, the city shall advertise the sale of the vehicle and the description thereof not fewer than three times in a newspaper of general circulation in the county, the publication appearing for the first time not fewer than fourteen days before the proposed sale and the last time not more than seven days before the proposed sale. Proceeds from the sale of the property, after deducting the expenses and cost, shall be paid into the general fund of the city. Unsold property may be destroyed.

(Ord. 352-O § 2 (7.10.030), 1981)

CHAPTER 10.32 - MISCELLANEOUS TRAFFIC REGULATIONS**10.32.010 - Unlawful riding.**

- A. No person shall:
1. Operate a vehicle and permit a passenger to ride on a portion of the vehicle that is not designed or intended for the use of passengers.
 2. Be a passenger in a vehicle and ride on a portion of the vehicle that is not designed or intended for the use of passengers.
 3. Board or alight from a vehicle while the vehicle is moving upon a street.
- B. Subsection A. shall not apply to an employee engaged in the necessary discharge of a duty or to a person riding within a truck body in space intended for merchandise.

(Ord. 352-O § 2 (7.10.055), 1981)

10.32.020 - Crossing private property.

- A. No operator of a vehicle shall proceed from one street to an intersecting street by crossing private property.
- B. This provision shall not apply to the operator of a vehicle who stops on the property for the purpose of procuring or providing goods or services.

(Ord. 352-O § 2 (7.10.050), 1981)

10.32.030 - Damaging sidewalks and curbs.

- A. The operator of a motor vehicle shall not drive upon a sidewalk or roadside planting strip except to cross at a permanent or temporary driveway.
- B. No unauthorized person shall place dirt, wood or other materials in the gutter or space next to the curb of a street with the intention of using it as a driveway.
- C. No person shall remove a portion of a curb or move a motor vehicle or device moved by a motor vehicle up on a curb or sidewalk without first obtaining authorization and posting bond if required. A person who causes damage shall be held responsible for the cost of repair.

(Ord. 352-O § 2 (7.10.065), 1981)

10.32.040 - Removing glass and debris.

A party to a vehicle accident or a person causing broken glass or other debris to be upon a street shall remove the glass and other debris from the street.

(Ord. 352-O § 2 (7.10.070), 1981)

10.32.050 - Defacing traffic-control devices unlawful.

- A. No unauthorized person shall move, remove, deface, tamper with or alter the position of a traffic sign, signal, marker, barrier or other lawfully established parking or traffic direction.
- B. No person shall letter, mark or paint in any manner, letters, marks or signs on a sidewalk, curb, street or alley or to post on a parking strip anything designated or intended to prohibit or restrict parking in front of a sidewalk, dwelling house, business house, or in an alley, except in compliance with this chapter.

(Ord. 352-O § 2 (7.10.225), 1981)

10.32.060 - Speed racing.

- A. For purposes of this section, the following definitions apply unless the context requires a different meaning:
 - 1. "Speed racing" is defined as set forth in ORS 811.125.
 - 2. "Spectator" is defined as a person who attends, participates in, or is present at or near the scene of any activity prohibited by this chapter for the purpose of encouraging any part of such activity.
- B. It is unlawful for any person to participate in speed racing upon any street, public or private, or any premises open to the public, within the city limits.
- C. It is unlawful for any person to be a spectator of speed racing within the city limits.
- D. Any vehicle utilized within the city limits in violation of this section, including vehicles belonging to, or under the control of, spectators may be towed without notice, subject to the provisions of TMC 10.38.010.

(Ord. 717 § 1, 2002)

CHAPTER 10.36 - ABANDONED AND HAZARDOUS VEHICLES¹⁴¹

Editor's note— Ord. No. 852, § 1(Att. A), adopted May 28, 2019, in effect, repealed ch. 10.36, §§ 10.36.010—10.36.050 and enacted a new ch. 10.36 as set out herein. Former ch. 10.36 pertained to abandoned vehicles, towing and impoundment and derived from Ord. 717, adopted 2002; Ord. 674, adopted 1999; and Ord. 614, adopted 1994.

10.36.010 - Abandoned vehicles prohibited.

- A. No vehicle that the city manager, city manager's designee, or peace officer has reason to believe is abandoned, as defined in TMC 10.04.020, may be parked or left standing upon:
1. The right-of-way of any city, county, or state highway, street or alley or upon any city property for a period in excess of 96 hours.
 2. The right-of-way of any private street or alley or upon any private property used by business licensees, customers, or the public for a period in excess of 96 hours.
 3. Private property for a period in excess of 96 consecutive hours in any manner that exposes it to view from a street, sidewalk, or property adjoining the premises, but only if it is an abandoned vehicle as defined in TMC 10.04.020.
 - a. One vehicle per private property address/location may be permitted; provided, however, said vehicle must be covered by a manufactured vehicle cover designed specifically for that purpose; enclosed within a permitted structure; or behind a sight-obscuring fence.
- B. It is no defense to any of the above prohibited acts of this section that the vehicle has been moved to a different location within the city limits, and the 96 hours may include multiple locations.
- C. In addition to or in lieu of any citation issued for violation of this code or state law:
1. A vehicle parked or left standing in violation of this section may be impounded as provided in TMC 10.38.
 2. A vehicle parked or left standing in violation of TMC 10.36.010(A)(3) may be abated as provided in TMC Chapter 8.

10.36.020 - Hazardous vehicles.

- A. No person shall commit, cause, or allow:
1. A vehicle to block, impede or interfere with the vision or normal flow of vehicular, bicycle or pedestrian traffic on public or private streets and sidewalks;
 2. A vehicle to pose an immediate danger to the public or environmental safety, such as a vehicle with leaking fluids that are at risk of entering into the public stormdrains or causing a hazardous road condition, extreme vandalism, shattered glass, or partially dismantled;

3. A vehicle to be parked or left standing on a street, public or private parking lot, or other area where immediate access is needed by the fire department or the police department and their respective equipment;
 4. A vehicle to be parked or left standing on a street where snow removal equipment will soon clear the street and removal of the vehicle is reasonably necessary in order to clear the street; or
 5. A vehicle to block or be within ten feet of a fire hydrant.
- B. A vehicle parked or left standing in violation of this section may be impounded as provided in TMC 10.38.

10.36.030 - Drop boxes and storage containers.

- A. No person shall store or deliver a drop box or other storage container in the public right-of-way for more than four consecutive hours without a valid permit from the city.
- B. No person shall store or deliver a drop box or other storage container in the public right-of-way when:
 1. The drop box or storage container blocks, impedes or interferes with the vision or normal flow of vehicular, bicycle or pedestrian traffic on public or private streets or sidewalks;
 2. The drop box or storage container is located in the public right-of-way other than where parking is allowed;
 3. The drop box or storage container is on a street, public or private parking lot, or other area designated as an area where immediate access may be needed by the fire department or the police department and their respective equipment;
 4. The drop box or storage container is on a street where snow removal equipment will soon clear the street and removal of the drop box or storage container is reasonably necessary in order to clear the street;
 5. The drop box or storage container blocks or is within ten feet of a fire hydrant;
 6. The drop box or storage container does not have a minimum of one square foot of reflective material on each corner next to traffic;
 7. The drop box or storage container exceeds twenty and one-half feet in length and eight feet in width; or
 8. The drop box or storage container leaks.
- C. The owner of the drop box or other large storage container and the property owner shall make every effort to place the drop box or storage container on private property prior to placement in the public right-of-way.
- D. A drop box or storage container in violation of this section may be impounded as provided in TMC 10.38.

CHAPTER 10.38 - IMPOUNDING VEHICLES

10.38.010 - Impound.

In addition to any remedy imposed for violation of this code or state law, a vehicle in violation of this chapter may be impounded as follows:

- A. Without Prior Notice. A vehicle may be towed immediately and without prior notice when:
 1. The vehicle is a hazardous vehicle as prohibited in TMC 10.36.020;
 2. The city manager, city manager's designee, or a peace officer reasonably believes that the vehicle is stolen;
 3. The city manager, city manager's designee, or a peace officer reasonably believes that the vehicle or its contents constitute evidence of any crime, if such towing is reasonably necessary to obtain or preserve such evidence;
 4. The vehicle was in possession of a person taken into custody by a peace officer;
 5. The vehicle is unlawfully parked on a public or private street or alley in a conspicuously restricted space, zone or traffic lane where parking is limited or prohibited to designated classes of vehicles or periods of time, or at any time when the vehicle interferes with the intended use of such space, zone or traffic lane;
 6. The vehicle obstructs the entrance of any post office or postal station, or is within ten feet of a private mailbox between 8:00 a.m. and 6:00 p.m.;
 7. The vehicle was in the possession of a person who a peace officer has probable cause to believe, at or just prior to the time the peace officer stops the person, has committed any of the following offenses:
 - a. Driving while suspended or revoked (ORS 811.175 or 811.182);
 - b. Driving while under the influence of intoxicants (ORS 813.010);
 - c. Operating without driving privileges or in violation of license restrictions (ORS 807.010);
 - d. Driving an uninsured vehicle (ORS 806.010).
 8. The vehicle remained in a park after park closure; or
 9. The peace officer reasonably believes the vehicle was utilized in a manner contrary to TMC 10.32.060; or
 10. The vehicle has three or more unpaid citations for the same registered owner.
- B. With Prior Notice. A vehicle may be towed 96 hours after the date of the notice, as provided by TMC 10.38.020 when:
 1. The manager or peace officer reasonably believes that the vehicle is abandoned, as defined in TMC 10.04.020, or in violation of TMC 10.36.010.A.;

2. The vehicle is unlawfully parked pursuant to TMC 10.12.020, except as provided in TMC 10.38.010(1); or
 3. The vehicle is parked on public-owned or operated property without express city permission.
- C. A vehicle impounded pursuant to this section shall be taken into custody by the city manager, designee or a peace officer and shall be held at the expense of the owner or person entitled to possession of the vehicle. The city manager, designee or peace officer may use the personnel, equipment and facilities of the city for the removal and storage of the vehicle, or may hire a private garage or a towing company for that purpose.

10.38.020 - Impound procedures.

- A. Pre-Impound Investigation and Notice. The city manager, designee or a peace officer shall, when a vehicle may be impounded only after prior notice under this chapter:
1. Make a reasonable and immediate effort to discover the driver or registered owner and request immediate removal of the vehicle; or
 2. Place a notice of intent to impound upon the windshield or some other conspicuous part of the vehicle which is easily seen by the passing public, whether or not the owner is identified as set forth above.
 3. The pre-impound notice required by this subsection shall include the following:
 - a. The name and badge number of the peace officer or identification of the city employee issuing the notice;
 - b. That if the vehicle is not removed within the prescribed time limit, the vehicle will be impounded;
 - c. The statute, ordinance or rule violated by the vehicle under which the vehicle will be removed;
 - d. The telephone number and address of the city department that will provide information about where the vehicle will be held in custody if it is towed;
 - e. That any person who, at the request of the manager or public safety officer, impounds a vehicle, shall have a lien on the vehicle for the just and reasonable towing and storage charges, may retain possession of the vehicle until the charges are paid, and may have the vehicle sold to satisfy the lien if the charges are not paid;
 - f. That the owner, possessor or person having an interest in the vehicle may request a hearing within five calendar days (excluding holidays, Saturdays and Sundays) from the date of the notice on the validity of the proposed impound and the reasonableness of the lien; and
 - g. That the request for hearing may be made in writing to the person so designated in the notice.

4. If a hearing is timely requested before the vehicle is taken into custody, the vehicle shall not be impounded until a hearing is set and held in accordance with TMC 10.38.030.
- B. Post-Impound Notice. If a vehicle is taken into custody of the city, the city manager, designee or peace officer, the city shall provide notice by first class mail, and postage prepaid, within forty-eight hours of the removal (not including holidays, Saturdays or Sundays) to the owner(s) of the vehicle and any lessors or security interest holders as shown on the records of the Oregon Department of Transportation, or any other state as those records may be available.
1. The post-impound notice required by this subsection shall include the following:
 - a. The statute, ordinance or rule under which the vehicle has been taken into custody or removed on behalf of the city;
 - b. The location where the vehicle may be redeemed by the owner or person entitled to possession;
 - c. That the vehicle is subject to towing and storage charges, and the telephone number and address of the facility that may be contacted for information on the charges that have accrued to the date of the notice and the daily storage charges;
 - d. That the vehicle and its contents are subject to a lien for payment of the towing and storage charges in favor of the facility that towed and is storing the vehicle, and that the vehicle and its contents may be sold at public auction to satisfy the lien if the charges are not paid by the specified date;
 - e. That the vehicle and its contents may be immediately reclaimed by presentation to the appropriate authority of satisfactory proof of ownership or right to possession; removal of any conditions required for the police department to release its hold; payment of the administrative fee for processing release of the vehicle; and either payment of the towing and storage charges or the deposit of cash security or a bond equal to the charges with the appropriate authority;
 - f. That the owner, possessor or person having an interest in the vehicle and its contents is entitled to a prompt hearing on the validity of the tow and the reasonableness of the charges, if requested within five calendar days (excluding holidays, Saturdays or Sundays) from the date of the notice, and that the request for hearing may be made in person, by telephone or in writing to the person so designated in the notice; and
 - g. That hearing costs may be assessed against the person requesting the hearing, including costs of the hearing officer and any witnesses.
 2. Reasonable efforts shall be made to ascertain the name and address of the owner and/or other persons with an interest in the vehicle so that notice may be mailed, if reasonably possible, within forty-eight hours of impound. However, no notice need be mailed pursuant to this subsection when:
 - a. A vehicles does not display license plates or other identifying markings by which the registration or ownership of the vehicle can be determined;

- b. The identity and address of the vehicle owner is not available from the appropriate motor vehicle licensing and registration authority and when the identity and address of the owner and/or other persons with an interest in the vehicle cannot otherwise be reasonably determined; or
 - c. Actual notice of a tow has been given personally to the owner or person entitled to possession. Such actual notice must include all information required under subsection 2.a. above. Actual notice may be used in lieu of the mailed notice required by subsection 2.
- C. Inventory of Impounded Vehicle. The contents of all vehicles impounded by a public safety officer will be inventoried in accordance with the provisions of TMC 2.56.030.
- D. The official conducting the impound of the vehicle shall immediately provide notice to the Multnomah County Sheriff's Office of the existence of the tow, the procedure for retrieving the vehicle and the location of the vehicle.

10.38.030 - Hearing.

A. Request for Hearing.

1. Post-Impound Hearing Request. The owners or any lessors or security interest holders as shown on the records of the Oregon Department of Transportation, or any other state, must request a hearing within five calendar days (excluding holidays, Saturdays and Sundays) from the date of the notice. The request may be made in writing to the person designated in the notice. Failure to make a timely request for a hearing shall constitute a waiver of the right to a hearing.
2. Pre-Impound Hearing Request. If the owners or any lessors or security interest holders as shown on the records of the Oregon Department of Transportation, or any other state, timely request a hearing before the vehicle is taken into custody, the vehicle shall not be impounded until a hearing is set and held in accordance with this section.

B. Hearing Procedures.

1. When timely request for a hearing is made, a hearing shall be held before the Troutdale Municipal Court. However, the city manager or the judge of the municipal court may appoint one or more designated hearings officers to preside over the impound hearing. A hearing held before a designated hearings officer shall have the same procedural rules and the same effect as a hearing before the Troutdale Municipal Court.
2. The hearing shall be set within three business days of receipt of the request and the hearing shall be conducted within fifteen business days of receipt of the request for hearing. However, the time within which the hearing is to be set or conducted may be extended at the request or with the consent of the owner or person entitled to request the hearing as provided in this chapter.
3. The hearing shall be held in person (except as provided for below), unless both parties agree to hold the hearing by telephone or the judge or hearings officer finds good cause to hold it by telephone.

4. At the hearing, the owner or person entitled to request the hearing as provided in this chapter may contest the validity of the impound and the reasonableness of the charges.
 5. The city shall have the burden of proving by a preponderance of the evidence that there were reasonable grounds to believe that the vehicle was being parked or operated in violation of ORS 806.010, ORS 807.010, ORS 811.175, ORS 811.182, ORS 813.010, or the relevant portion of the Troutdale Municipal Code. The city may present evidence either by testimony or by affidavit. If the city's evidence is presented only by affidavit and the court cannot resolve a question by information contained in the affidavit or relevant report, the hearing may be held open for a reasonable time to complete the record.
- C. Decision of the Municipal Court.
1. If the court/hearings officer finds that impound of the vehicle was proper, the court:
 - a. Shall enter an order supporting the impound/removal; and
 - b. Shall find that the owner or person entitled to possession is liable for any towing and storage charges resulting from the impound; and
 - c. May find that the owner or person entitled to possession is liable for the costs of the tow hearing, including costs of the hearings officer and any witnesses.
 2. If the court/hearings officer finds that impound of the vehicle was improper, the court shall:
 - a. Order the vehicle released to the owner or person entitled to possession;
 - b. Find that the owner or person entitled to possession is not liable for any towing or storage charges resulting from the impound; and
 - c. Order the city to satisfy the towing and storage lien.
 3. The decision of the municipal court/hearings officer is final and is not appealable.
- D. Failure to Appear at the Hearing. If the person requesting the hearing does not appear at the scheduled hearing, the court may enter an order supporting the impound and assessing towing and storage costs, and shall add an assessment for the costs of the hearing and any witnesses who appeared at the time set for hearing.

10.38.040 - Release of vehicle.

- A. A vehicle which has been impounded under TMC 10.38.010 may be released to a person entitled to lawful possession provided the city or law enforcement agency has released its hold, if any, on the vehicle, and upon compliance with the following:
1. Submission of proof that a person with valid driving privileges will be operating the vehicle;
 2. Submission of proof of a valid vehicle registration for the vehicle;
 3. Submission of proof of compliance with financial responsibility requirements for the vehicle;

4. Submission of proof that the vehicle and registered owner have no outstanding fines or fees with the Troutdale Municipal Court; and
 5. Payment to the city or law enforcement agency of an administrative fee sufficient to recover its actual administrative costs for the impoundment.
- B. Notwithstanding subsection 1. of this section, a person who holds a security interest in the impounded vehicle may obtain release of the vehicle by paying the administrative fee.
- C. When a person entitled to possession of the impounded vehicle has complied with the requirements of subsection A. or B. of this section, the city or law enforcement agency shall authorize the person storing the vehicle to release it upon payment of any accrued towing and storage costs, unless otherwise ordered by the hearings officer.
- D. The council may establish by resolution an administrative fee for processing the release of the vehicle.
- E. Notwithstanding any other provision of law, the city, a peace officer or public safety agency or any person acting as an agent for either has authority to refuse to release or authorize release of any motor vehicle from custody to any person who is visibly under the influence of intoxicants.

10.38.050 - Towing and storage liens.

A person who, at the request of the manager or public safety officer, takes a vehicle into custody under the provisions of TMC Chapters 10.12, 10.28, 10.32, 10.36, or 10.38 shall have a lien on the vehicle for the just and reasonable towing and storage charges, may retain possession of the vehicle until the charges are paid, and may have the vehicle sold at public auction to satisfy the lien. The lien that attaches to the vehicle shall be a possessory chattel lien in accordance with ORS Chapter 87 and shall be foreclosed in the manner provided by law. If the appraised value of the vehicle is seven hundred fifty dollars or less, the vehicle shall be disposed of in the manner provided in ORS 819.220.

Chapter 10.40 - ENFORCEMENT^{LSI}

Editor's note— Ord. No. 852, § 1(Att. A), adopted May 28, 2019, in effect, repealed ch. 10.40, § 10.40.010 and enacted a new ch. 10.40 as set out herein. Former ch. 10.40 pertained to violations and penalties and derived from Ord. 673, adopted 1999 and Ord. 352-O, adopted 1981.

10.40.010 - Violation—Penalty.

Penalties for violations of the following sections shall be as follows:

- A. Violations of Sections 10.12.010 through 10.12.090 of this title are punishable by a fine in an amount established by resolution of the council;
- B. Violation of Chapter 10.16 of this title is punishable by a fine not to exceed five hundred dollars;
- C. Violation of Chapter 10.20 and Sections 10.24.010 and 10.24.020 of this title is punishable by a fine not to exceed twenty-five dollars;
- D. Violation of Section 10.28.010 of this title is punishable by imprisonment of a period not to exceed one year or a fine not to exceed one thousand dollars, or both;
- E. Violation of Sections 10.32.010 through 10.32.040 of this title are punishable by a fine in an amount established by resolution of the council;
- F. Violation of Section 10.32.050 of this title is a Class B misdemeanor and punishable by imprisonment not to exceed six months or a fine not to exceed two thousand five hundred dollars or both;
- G. Violation of Section 10.32.060(B) of this title is a Class B misdemeanor and punishable by imprisonment not to exceed six months or a fine not to exceed two thousand five hundred dollars or both;
- H. Violation of Section 10.32.060(C) of this title is a Class A violation and punishable by a fine not to exceed two thousand dollars.
- I. A violation for which a penalty or fine is not set above or by resolution shall be punishable by a fine not to exceed one hundred dollars.

10.40.020 - Owner/lessee responsibility.

The owner or lessee of a vehicle in violation of a parking restriction is responsible for the offense, unless the operator of the vehicle accepts responsibility. It shall be an affirmative defense that the vehicle was used without the owner's or lessee's consent.

10.40.030 - Registered owner presumption.

In a proceeding against a vehicle owner charging a violation of this chapter, proof that the vehicle was registered to the person issued the citation or civil penalty at the time of the violation shall constitute a rebuttable presumption that such person was the owner.



CITY OF TROUTDALE



STAFF REPORT

SUBJECT / ISSUE: An Ordinance amending Troutdale Municipal Code Chapter 2.48 – Elections.

MEETING TYPE:
City Council Regular Mtg.

STAFF MEMBER:
Ed Trompke, City Attorney

MEETING DATE:
May 26, 2020

DEPARTMENT:
Legal

ACTION REQUIRED:
Ordinance - Adoption

ADVISORY COMMITTEE/COMMISSION RECOMMENDATION:

PUBLIC HEARING:
Yes

N/A

Comments:

STAFF RECOMMENDATION: The Council may adopt the ordinance, postpone adoption of the ordinance and study the proposed amendment further, or not enact the ordinance.

EXHIBITS:
None

SUBJECT / ISSUE RELATES TO:

Council Goals

Legislative

Other (describe)

ISSUE / COUNCIL DECISION & DISCUSSION POINTS:

- ◆ This temporary provision to the elections code will ensure the city complies with any social distancing requirements that are in effect in light of the COVID-19 pandemic.
- ◆ The text is written as to automatically be repealed the day following the general election on November 3, 2020.
- ◆ Does the Council wish to adopt the proposed municipal code amendment?

Reviewed and Approved by City Manager:

BACKGROUND:

International, national, state and local governmental authorities are responding to an outbreak of respiratory disease caused by a novel (new) coronavirus named SARS-CoV-2. The disease it causes has been named “coronavirus disease 2019,” and abbreviated COVID-19. In response to this emergency, the Mayor declared a state of emergency.

The proposed change to the municipal code was suggested during council discussions April 28, 2020. The City Attorney’s office was requested to prepare the text for the proposed ordinance. The purpose of the ordinance is to ensure the city complies with distancing requirements that are in effect and may remain in effect throughout the course of the general election in November 2020, as well as encouraging safe distancing during the uncertain period thereafter.

The proposed change to municipal code chapter 2.48.030 is as follows:

Temporary Provision For Emergency. Only for an election held on or before November 3, 2020, any qualified elector may be nominated to be a candidate for election to the position of either mayor or city councilor as provided in this subsection C, in lieu of compliance with subsection A. Subsection B shall also apply. An elector may not be a candidate for more than one city office during a single election. The nomination shall be by petition. The petition shall be signed as required by state law, and shall be accompanied by payment of \$25.00 to the City of Troutdale, delivered at the time of filing the Petition. This subsection C shall automatically be repealed on the day after the November 3, 2020 general election, and be of no further force or effect as of that date.

PROS & CONS:

Pros:

- To make certain the city complies with any distancing requirements that may be in effect for the COVID-19 emergency; and
- The provision automatically “sunset” after the November 2020 general election.

Cons:

- It has been suggested that emergency provisions have a way of becoming permanent, but any City Council is free to adopt changes to the elections code at any time.

Current Year Budget Impacts:	<input type="checkbox"/> Yes (describe)	<input checked="" type="checkbox"/> N/A
Future Fiscal Impacts:	<input type="checkbox"/> Yes (describe)	<input checked="" type="checkbox"/> N/A
City Attorney Approved:	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> N/A
Community Involvement Process:	<input type="checkbox"/> Yes (describe)	<input checked="" type="checkbox"/> N/A

ORDINANCE NO.

AN ORDINANCE AMENDING TROUTDALE MUNICIPAL CODE CHAPTER 2.48 – ELECTIONS

THE TROUTDALE CITY COUNCIL FINDS AS FOLLOWS:

1. Chapter II, Section 5 of the Troutdale City Charter provides: Powers of the City. The city has all powers that the constitutions, statutes, and common law of the United States and of this state now or hereafter expressly or impliedly grant or allow the city, as fully as though this charter specifically enumerated each of these powers;
2. The Troutdale Municipal Code Chapter 2.48 – Elections includes provisions for nominations, in Section 2.48.030; and
3. The Council desires to enact a temporary provision for nominations for the general election November 3, 2020 in order to comply with Executive Orders of the Governor of Oregon requiring distancing and separation of people during an emergency declared to exist, and to further comply with the intention of those Executive Orders after their expiration, as well as Orders of the Executive and Board of County Commissioners of Multnomah County related to the current emergency; and
4. This temporary provision shall automatically be repealed on the day after the November 2020 general election.

NOW, THEREFORE, BE IT ORDAINED BY THE COUNCIL OF THE CITY OF TROUDALE:

Section 1. Chapter 2.48.030 – Nominations of the Troutdale Municipal Code is amended to read as follows:

- A. Any qualified elector may be nominated to be a candidate for election to the position of either mayor or city councilor. An elector may not be a candidate for more than one city office during a single election. The nomination shall be by petition. The petition shall be signed by not fewer than twenty-five registered voters in the city at the time the petition is filed.
- B. Requirements and forms for filing by petition shall follow those set by state law.
- C. Temporary Provision For Emergency. Only for an election held on or before November 3, 2020, any qualified elector may be**

nominated to be a candidate for election to the position of either mayor or city councilor as provided in this subsection C, in lieu of compliance with subsection A. Subsection B shall also apply. An elector may not be a candidate for more than one city office during a single election. The nomination shall be by petition. The petition shall be signed as required by state law, and shall be accompanied by payment of \$25.00 to the City of Troutdale, delivered at the time of filing the Petition. This subsection C shall automatically be repealed on the day after the November 3, 2020 general election, and be of no further force or effect as of that date.

Section 2. This ordinance shall take effect upon passage.

**YEAS:
NAYS:
ABSTAINED:**

Casey Ryan, Mayor

Date

**Sarah Skroch, City Recorder
Adopted:**