



# 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, June 23, 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.

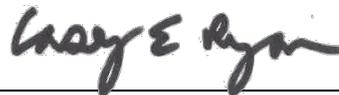
**Watch on Zoom:** Submit an email to [info@troutdaleoregon.gov](mailto:info@troutdaleoregon.gov) by **5:00pm on Monday, June 22<sup>nd</sup>** to request to be sent an invitation to watch via Zoom.

**Submit Written Public Comment:** Written public comment can be submitted via email to [info@troutdaleoregon.gov](mailto:info@troutdaleoregon.gov) and must be received by **5:00pm on Monday, June 22<sup>nd</sup>**.

**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 **RESOLUTION:** A resolution accepting perpetual nonexclusive utility and access easements from the Urban Renewal Agency on real property located at 302 and 410 NW 257th Way, Troutdale, Oregon.
  - 3.2 **RESOLUTION:** A resolution approving the City’s continued participation in the Oregon Public Works Emergency Response Cooperative Assistance Agreement.
  - 3.3 **RESOLUTION:** A resolution accepting three utility easements from 3G Corp and Clearwater Homes LLC for the Columbia Ridge Subdivision water and sewer systems.
  - 3.4 **MOTION:** A motion to approve the Mt. Hood Cable Regulatory Commission’s 2020-2021 Annual Budget.
  - 3.5 **MOTION:** A motion to reappoint Norm Thomas as Troutdale’s representative on the Mt. Hood Cable Regulatory Commission.

4. **UPDATE:** An update from the Citizens Advisory Committee regarding their recommendation on Election Reform.  
*Arini Farrell, Associate Planner & Will Knight, Citizens Advisory Committee Chair*
  
5. **RESOLUTION:** A resolution to adopt the 2020 Housing Needs Analysis  
*Chris Damgen, Community Development Director*
  
6. **PUBLIC HEARING / RESOLUTION:** A resolution providing for a Supplemental Budget for Fiscal Year 2019-2020, Budget Transfers, and making appropriations.  
*Erich Mueller, Finance Director*
  
7. **STAFF COMMUNICATIONS**
  
8. **COUNCIL COMMUNICATIONS**
  
9. **ADJOURNMENT**



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**Casey Ryan, Mayor**  
**Dated: June 17, 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](http://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.



# CITY OF TROUTDALE



## STAFF REPORT

**SUBJECT / ISSUE:** A Resolution Accepting Perpetual Nonexclusive Utility and Access Easements from the Urban Renewal Agency on Real Property Located at 302 and 410 NW 257th Way, Troutdale, Oregon.

**MEETING TYPE:**  
City Council Regular Mtg.

**STAFF MEMBER:**  
Erich Mueller

**MEETING DATE:**  
June 23, 2020

**DEPARTMENT:**  
Finance

**ACTION REQUIRED:**  
Consent Agenda - Resolution

**ADVISORY COMMITTEE/COMMISSION RECOMMENDATION:**

**PUBLIC HEARING:**  
No

N/A

**Comments:**

**STAFF RECOMMENDATION:** Adopt the proposed resolution accepting easements into the City's fixed asset records

**EXHIBITS:** None

**SUBJECT / ISSUE RELATES TO:**

Council Goals

Legislative

Other (describe)

- *Demonstrate clear progress on Troutdale Riverfront Development - Cooperate with prospective developers who pursue desirable development plans consistent with feasible public financial constraints.*

**ISSUE / COUNCIL DECISION & DISCUSSION POINTS:**

- ◆ The Troutdale Urban Renewal Agency (Agency) is charged with achieving redevelopment along the Sandy River north of downtown through the Troutdale Riverfront Renewal Plan (Plan).
- ◆ The Agency has granted utility easements to the City covering important utility infrastructure necessary to be maintained for both existing service and future site development.

Reviewed and Approved by City Manager:



## **RESOLUTION NO.**

### **A RESOLUTION ACCEPTING PERPETUAL NONEXCLUSIVE UTILITY AND ACCESS EASEMENTS FROM THE URBAN RENEWAL AGENCY ON REAL PROPERTY LOCATED AT 302 AND 410 NW 257TH WAY, TROUTDALE, OREGON**

#### **THE TROUTDALE CITY COUNCIL FINDS AS FOLLOWS:**

1. That the Urban Renewal Agency of the City of Troutdale ("Agency"), the duly formed body to implement the urban renewal in Troutdale was established by the adoption of City of Troutdale ("City") Ordinance. No. 771 on January 27, 2006.
2. That in order to protect the public health, safety, and welfare the City adopted the Troutdale Riverfront Renewal Plan ("Plan") on February 14, 2006, by Ordinance No. 773 to provide urban renewal authority to eliminate blight and foster development and redevelopment within the Troutdale Riverfront Renewal Plan Area.
3. That the Board of Directors ("Board") of the Agency adopted Resolution No. 44 on January 16, 2018 approving the purchase of certain real property.
4. That the Agency has consolidated the project site and accepting the utility easements on the certain real property will serve a valuable, desirable, necessary and authorized public purpose toward the fulfillment of the adopted Troutdale Riverfront Renewal Plan.
5. That preparation of a new partition plat for the site property to establish new tax lots and to facilitate property resale has as part of the redevelopment process, which has included confirming necessary utility easements.
6. The Agency has through adopted Resolution No. 53 on June 16, 2020, granted easements for critical City utility infrastructure existing across the property, infrastructure which is necessary to be maintained for both existing services and to support future site development requirements.
7. That to support development and redevelopment within the Troutdale Riverfront Renewal Plan Area, it is in the best interest of the Agency to grant, and for the City to accept, the utility easements.

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

Section 1. The City hereby accepts the Perpetual Nonexclusive Utility And Access Easements From The Urban Renewal Agency On Real Property Located At 302 And 410 NW 257th Way, Troutdale, Oregon, in substantial conformity with Attachment 1 of this resolution, but with any changes the City Official may approve.

Section 2. Designates the City Manager or 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, empowered and directed to accept the easements on behalf of the City into the City's fixed asset system.

Section 3. Further, consistent with intent of the resolution, and in the best interest of the City, the City Official is authorized without further action by the City Council to determine, execute, acknowledge and deliver any subsequent addendums, extensions, revisions, modification, or successor documents, including 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 resolution, and the execution thereof by any such City Official shall be conclusive as to such determination

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

Section 5. This Resolution shall be effective upon adoption.

**YEAS:  
NAYS:  
ABSTAINED:**

\_\_\_\_\_  
**Casey Ryan, Mayor**

\_\_\_\_\_  
**Date**

\_\_\_\_\_  
**Sarah Skroch, City Recorder**  
**Adopted:**

## **RESOLUTION NO. 53**

### **A RESOLUTION ESTABLISHING CITY OF TROUTDALE UTILITY EASEMENTS LOCATED IN THE URBAN RENEWAL AREA**

#### **THE TROUTDALE URBAN RENEWAL AGENCY FINDS AS FOLLOWS:**

1. The Agency and City have demonstrated a vested interest to pursue future development of the Urban Renewal Area.
2. In the efforts to develop the site, a partition plat is being pursued that would establish, modify, or extinguish easements on the site.
3. To finalize the partition plat process for the Urban Renewal Area (URA), Case File 19-061, the Agency is required to establish three City easements- sanitary, water line and storm. As these easements provide essential utility services for the future and current needs for development of the site.

#### **NOW, THEREFORE, BE IT RESOLVED BY THE TROUTDALE URBAN RENEWAL AGENCY**

- Section 1. The Urban Renewal Agency establishes the Sanitary Easement located in the URA included herewith in Attachment A.
- Section 2. The Urban Renewal Agency establishes the Storm Easement located in the URA included herewith in Attachment A.
- Section 3. The Urban Renewal Agency establishes the Waterline Easement located in the URA included herewith in Attachment A.
- Section 4. Designation of Agency Official. The Agency Executive Director and City Manager Ray Young, and Finance Director Erich Mueller, (each an "Agency Official") are hereby authorized empowered and directed to act on behalf of the Agency, and without further action by the Agency Board, to sign the Quitclaim Deed on behalf of the Agency, and any and all other required and necessary documents to implement the intent of this resolution.

**YEAS: 6**  
**NAYS: 0**  
**ABSTAINED: 0**



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**Casey Ryan, Chair**  
**Date: June 17, 2020**



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**Sarah Skroch, City Recorder**  
**Adopted: June 16, 2020**

ATTACHMENT A

Sanitary Sewer Easement Description  
City of Troutdale to the City of Troutdale

October 3, 2014

A 15.00 foot wide strip of land, being 7.50 feet on each side of an existing sanitary sewer pipeline. The centerline of the easement is within the southeast quarter (SE ¼) of the northwest quarter (NW ¼) of Section 25, Township 1North, Range 3 East of the Willamette Meridian, County of Multnomah, State of Oregon, the centerline being more particularly described as follows:

Commencing at the southwest corner of that tract of land described in Book 745, Page 580, Recorded August 10, 1970 in the Multnomah County Recorder's Office, said corner also being on the north line of the Oregon-Washington Railroad and Navigation Company right-of-way; thence North 89°47'05" East, a distance of 332.67 feet to the **TRUE POINT OF BEGINNING OF SAID CENTERLINE**; thence North 06°15'52" West, a distance of 32.91 feet; thence North 89°06'00" West, a distance of 299.57 feet; thence North 00°20'01" East, a distance of 300.56 feet; thence North 00°03'53" West, a distance of 447.51 feet; thence North 00°11'38 East, a distance of 232.15 feet to a point on the north line of that parcel of land described in Book 1958, Page 1229, recorded November 28, 1986 and being the **TERMINUS POINT OF SAID CENTERLINE**. The exterior lines of the above-described centerline will contract or extend to terminate on the boundary lines.

The above description and elements therein are based upon Property survey No. 49012 and 61047 on file in the Multnomah County Surveyor's Office.





Storm Drainage Easement Description  
City of Troutdale to the City of Troutdale

October 3, 2014

The following described easements lie within the southeast quarter (SE ¼) of the northwest quarter (NW ¼) of Section 25, Township 1North, Range 3 East of the Willamette Meridian, County of Multnomah, State of Oregon:

Easement "A"

Commencing at the southwest corner of that tract of land described in Book 745, Page 580, Recorded August 10, 1970 in the Multnomah County Recorder's Office, said corner also being on the north line of the Oregon-Washington Railroad and Navigation Company right-of-way; thence North 00°17'09" East, a distance of 28.15 feet along the west boundary of said tract of land to the **TRUE POINT OF BEGINNING** of a 15.00 foot wide strip of land being centered over the top of an existing Storm Drainage pipeline, lying 7.50 feet on each side of the following described centerline; thence South 88°52'39" East, a distance of 291.77 feet; thence North 11°42'41" East, a distance of 226.93 feet more or less to a point on the west boundary line of the tract of land as described in Document No. 2001-038329, recorded March 20, 2001, and being the **TERMINUS OF DESCRIBED CENTERLINE**. The exterior lines of the above-described centerline will contract or extend to terminate on the boundary lines;

Together With Easement "B"

Commencing at the southwest corner of that tract of land described in Book 745 at Page 580, Recorded August 10, 1970 in the Multnomah County Recorder's Office, said corner also being on the north line of the Oregon-Washington Railroad and Navigation Company right-of-way; thence North 43°01'38" East, a distance of 485.10 more or less feet to a point on the west boundary of that parcel of land described in Document No. 2001-038329, said point also being the **TRUE POINT OF BEGINNING** of a 15.00 foot wide strip of land being centered over the top of an existing Storm Drainage pipeline, lying 7.50 feet on each side of the following described centerline; thence South 89°44'43" West, a distance of 294.19 feet; thence North 00°22'27" East, a distance of 665.59 feet to a point on the north line of that parcel of land described in Book 1958, Page 1229, recorded November 28, 1986 and being the **TERMINUS POINT OF DESCRIBED CENTERLINE**. The exterior lines of the above-described centerline will contract or extend to terminate on the boundary lines.

Together With Easement "C"

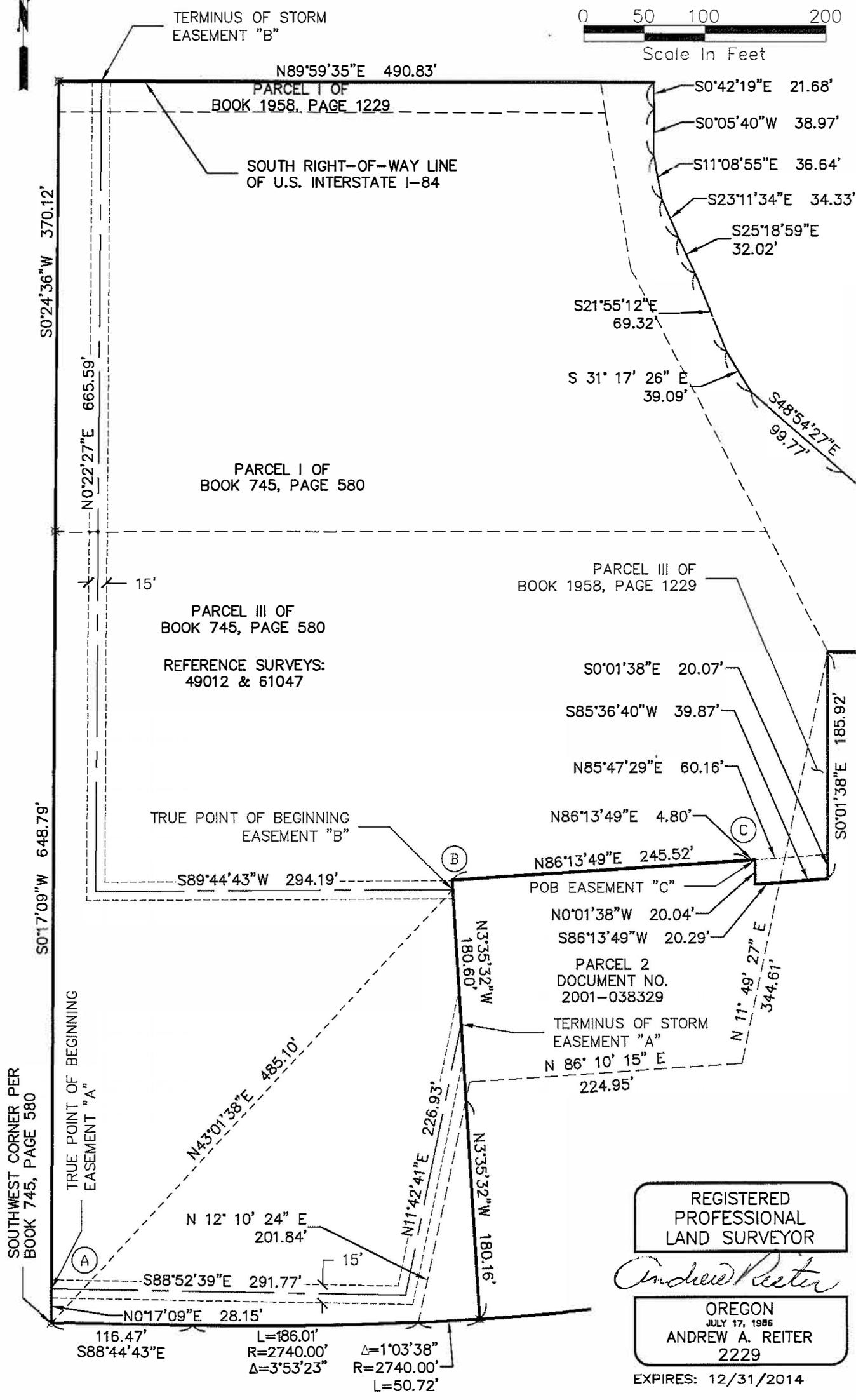
**BEGINNING** at the most northeast corner of that tract of land described in Document No. 2001-038329, recorded March 20, 2001 in the Multnomah County Recorder's Office; thence North  $85^{\circ}47'29''$  East, a distance of 60.16 feet to a point on the east boundary of that parcel of land as described as Parcel III in Book 1958, Page 1229; thence along the east line of said Parcel III South  $00^{\circ}01'38''$  East, a distance of 20.07 feet; thence along the south line of said Parcel III South  $85^{\circ}36'40''$  West, a distance of 39.87 feet to a point common with that tract of land as described in Book 1958, Page 1229 and that tract of land as described in Document No. 2001-038239; thence continuing along Document No. 2001-038329 South  $86^{\circ}13'49''$  West, a distance of 20.29 feet; thence North  $00^{\circ}01'38''$  West, a distance of 20.04 feet to the **POINT OF BEGINNING**.

The above description and elements therein are based upon Property survey No. 49012 and 61047 on file in the Multnomah County Surveyor's Office.



# EXHIBIT B

LOCATED IN THE SE 1/4 OF THE NW 1/4  
SECTION 25, T.1N., R.3E., W.M.



REGISTERED  
PROFESSIONAL  
LAND SURVEYOR

*Andrew Reiter*

OREGON  
JULY 17, 1986  
ANDREW A. REITER  
2229

EXPIRES: 12/31/2014

FILE NAME: P:\14\14848-TROUTDALE EASEMENTS (WWTP)\CAD\XREFS\WWTP-EASEMENTS.DWG  
SAVE TIME: 10/3/2014 8:35:26 AM  
PLOT TIME: 10/3/2014 1:24:14 PM  
USER NAME: ANDREW REITER

DESIGNED   AAR    
DRAWN   AAR    
CHECKED   MAA    
DATE   10/03/14    
SCALE   1"=100'  

**STORM DRAINAGE EASEMENT  
FOR  
CITY OF TROUTDALE, OREGON**

5000 Meadows Road, Suite 345  
Lake Oswego, OR 97035  
p. 503.597.3222 | f. 503.597.7655

**PACE**  
An Engineering Services Company

Civil | Structural | Planning | Survey  
paceangrs.com

JOB NUMBER  
**14848**

SHEET NAME: STORM EASE

SHEET **1** OF **1**

Waterline Easement Description  
City of Troutdale to the City of Troutdale

October 3, 2014

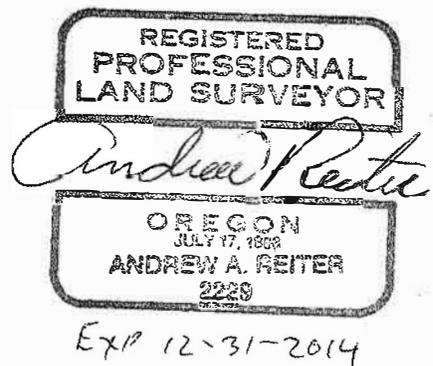
A 15.00 foot wide strip of land, being 7.50 feet on each side of an existing water pipeline. The centerline of the easement is within the southeast quarter (SE ¼) of the northwest quarter (NW ¼) of Section 25, Township 1North, Range 3 East of the Willamette Meridian, County of Multnomah, State of Oregon, the centerline being more particularly described as follows:

Commencing at the southwest corner of that tract of land described in Book 745 at Page 580, Recorded August 10, 1970 in the Multnomah County Recorder's Office, said corner also being on the north line of the Oregon-Washington Railroad and Navigation Company right-of-way; thence North 89°39'54" East, a distance of 345.64 feet to the **TRUE POINT OF BEGINNING** of the following described centerline; thence North 03°35'32" West, a distance of 333.82 feet to a point hereinafter referred to as **Point "A"**; thence North 03°35'32" West, a distance of 41.36 feet; thence North 27°36'26" West, a distance of 14.67 feet; thence North 01°23'29" West, a distance of 215.16 feet; thence North 87°50'22" East, a distance of 48.56 feet; thence North 01°23'51 East, a distance of 250.70 feet; thence North 33°13'51 East, a distance of 137.90 feet; thence North 04°07'39 East, a distance of 46.70 feet to a point on the north line of that parcel of land described in Book 1958, Page 1229, recorded November 28, 1986 and being the **TERMINUS POINT** of said centerline. The exterior lines of the above-described centerline will contract or lengthen to terminate on the boundary lines.

Together with a 15 foot wide strip of and land, being 7.50 feet on each side of the following described centerline, being further described as follows:

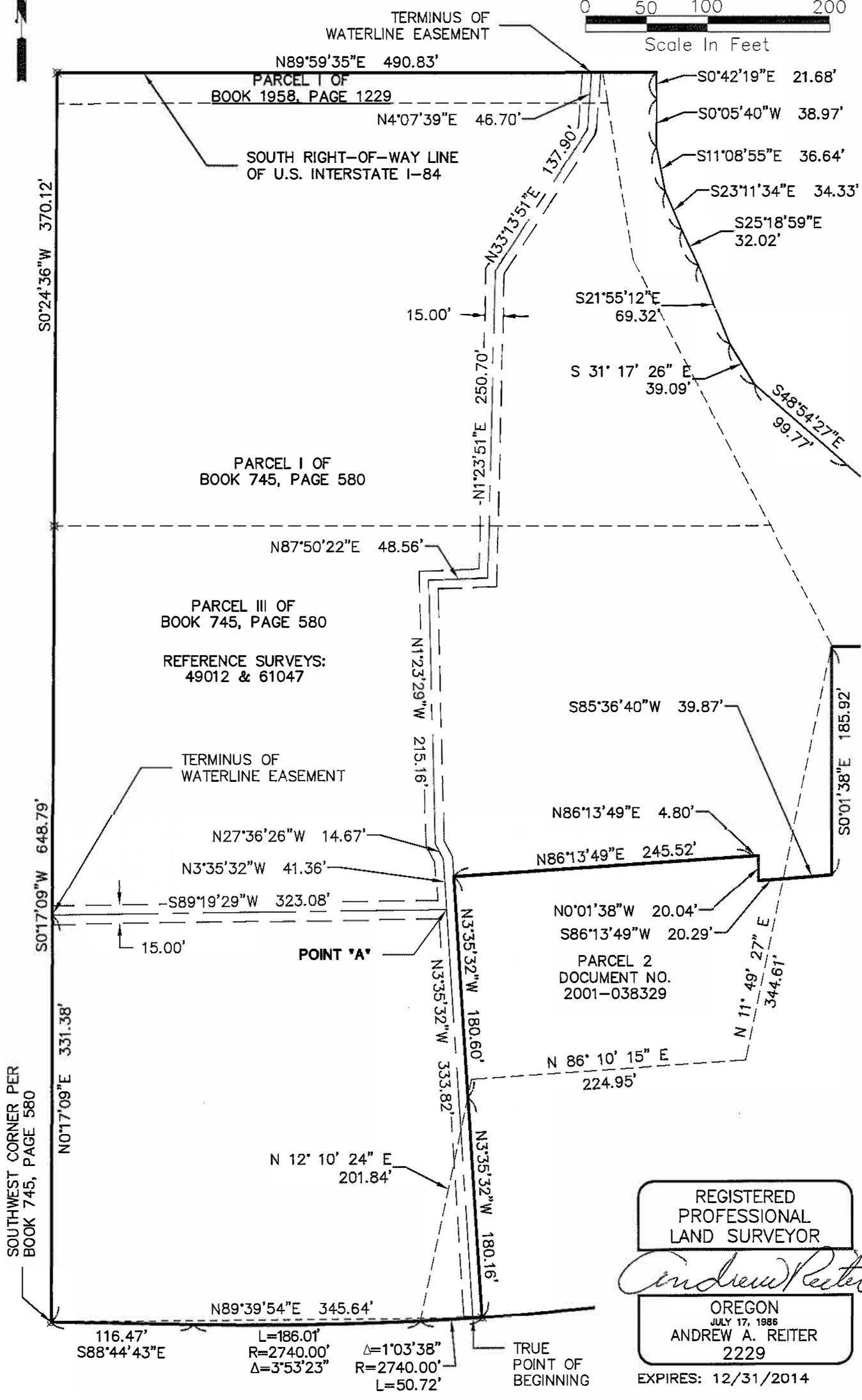
Beginning at aforementioned **Point "A"**; thence along said centerline South 89°19'29" West, a distance of 323.08 feet to a point on the west boundary of that parcel of land described in Book 745, Page 580 and being the **TERMINUS POINT** of said centerline. The exterior lines of the above-described centerline will contract or lengthen to terminate on the boundary lines.

The above description and elements therein are based upon Property survey No. 49012 and 61047 on file in the Multnomah County Surveyor's Office.



# EXHIBIT B

LOCATED IN THE SE 1/4 OF THE NW 1/4  
SECTION 25, T.1N., R.3E., W.M.



REGISTERED  
PROFESSIONAL  
LAND SURVEYOR

*Andrew Reiter*

OREGON  
JULY 17, 1986  
ANDREW A. REITER  
2229

EXPIRES: 12/31/2014

## WATERLINE EASEMENT FOR CITY OF TROUTDALE, OREGON

JOB NUMBER  
**14848**

SHEET NAME: WATER EASE

SHEET **1** OF **1**

DESIGNED AAR  
DRAWN AAR  
CHECKED MAA  
DATE 10/03/14  
SCALE 1"=100'

5000 Meadows Road, Suite 345  
Lake Oswego, OR 97035  
p. 503.597.3222 | f. 503.597.7655



Civil | Structural | Planning | Survey  
paceengrs.com

FILE NAME: P:\P14\14848-TROUTDALE EASEMENTS (WWTP)\CAD\XREFS\WWTP-EASEMENTS.DWG  
SAVE TIME: 10/3/2014 8:35:26 AM  
PLOT TIME: 10/3/2014 2:44:44 PM  
USER NAME: ANDREW REITER



# CITY OF TROUTDALE



## STAFF REPORT

**SUBJECT / ISSUE:** A Resolution Approving the City's Continued Participation in the Oregon Public Works Emergency Response Cooperative Assistance Agreement

**MEETING TYPE:**  
City Council Regular Mtg.

**STAFF MEMBER:**  
Erich Mueller

**MEETING DATE:**  
June 23, 2020

**DEPARTMENT:**  
Finance

**ACTION REQUIRED:**  
Consent Agenda - Resolution

**ADVISORY COMMITTEE/COMMISSION RECOMMENDATION:**

**PUBLIC HEARING:**  
No

N/A

**Comments:**

**STAFF RECOMMENDATION:** Adopt the proposed resolution continuing IGA participation.

- EXHIBITS:**
- A. Oregon Public Works Emergency Response Cooperative Assistance Agreement IGA
  - B. Participating Member Jurisdictions of the IGA

**SUBJECT / ISSUE RELATES TO:**

- Council Goals                     
  Legislative                                     
  Other (describe)

*FISCAL PRIORITIZATION AND BUDGET ACCOUNTABILITY - PROMOTE FISCAL SOLVENCY - Promote pooling of resources with neighboring jurisdictions*

**ISSUE / COUNCIL DECISION & DISCUSSION POINTS:**

- ◆ Continue existing participation/membership in emergency mutual aid agreement with neighboring jurisdictions
- ◆ Provide continuity for cooperative emergency response with a range of supportive services, while gaining economies of scale and efficiency from joining with other East County agencies.
- ◆ Renewal of an existing intergovernmental agreement (IGA) with, and through, the Oregon Department of Transportation (ODOT).

Reviewed and Approved by City Manager:

## **BACKGROUND:**

ODOT has an important supporting role in emergency response and disaster recovery. A functional transportation system is crucial for getting emergency responders and life-saving supplies where they need to go, and in helping promote economic recovery after a disaster.

ODOT initiated the Oregon Public Works Emergency Response Cooperative Assistance Agreement and offered it to local Oregon public works agencies in July 1998. Since then, over 100 agencies have signed the agreement, including our neighboring East County cities. The City has been a party to the agreement since 2009. The Agreement:

- Enables public works agencies to support each other during an emergency.
- Provides the mechanism for immediate response to the requesting agency when the responding agency determines it can provide the needed resources and expertise.
- Sets up the documentation needed to seek maximum reimbursement possible from appropriate federal agencies.

Public works agencies in Oregon may sign the Agreement or cancel their participation as they wish by giving written notice. ODOT maintains the list of all parties to the agreement and sends an updates list to all parties, see Exhibit B.

The potential emergency aid services are provided through an IGA, with and through ODOT, which is to be renewed approximately every five years. The renewal IGA is attached as Exhibit A.

## **SUMMARY:**

The resolution continues the City's participation in the Oregon Public Works Emergency Response Cooperative Assistance Agreement which provides a framework for requesting, or responding to emergency requests for assistance and for documenting costs to enhance the possibility of State or Federal disaster reimbursement funding.

## **PROS AND CONS:**

- A.** Approve the proposed resolution which continues the City's participation in the Oregon Public Works Emergency Response Cooperative Assistance Agreement for another five years.
- B.** Not approve the proposed resolution effectively terminating the City's participation in disaster mutual aid support with our neighboring East County cities, and potentially comprising critical City infrastructure during an emergency.

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

There is no cost to continue participation in the agreement.

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

There is no cost to participate in the agreement. Requesting agencies must reimburse responding agencies for their costs.

**City Attorney Approved IGA**  Yes  N/A

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

**OREGON PUBLIC WORKS EMERGENCY RESPONSE  
COOPERATIVE ASSISTANCE AGREEMENT**

THIS AGREEMENT is between the government agencies (local, county, or state) that have executed the Agreement, as indicated by the signatures at the end of this document.

**WITNESSETH:**

WHEREAS, parties to this agreement are responsible for the construction and maintenance of public facilities such as street, road, highway, sewer, water, and related systems during routine and emergency conditions; and

WHEREAS, each of the parties owns and maintains equipment, and employs personnel who are trained to provide service in the construction and maintenance of street, road, highway, sewer, water, and related systems and other support;

WHEREAS, in the event of a major emergency or disaster as defined in ORS 40 1.025 (5), the parties who have executed this Agreement may need assistance to provide supplemental personnel, equipment, or other support; and

WHEREAS, the parties have the necessary personnel and equipment to provide such services in the event of an emergency; and

WHEREAS, it is necessary and desirable that this Agreement be executed for the exchange of mutual assistance, with the intent to supplement not supplant agency personnel;

WHEREAS, an Agreement would help provide documentation needed to seek the maximum reimbursement possible from appropriate federal agencies during emergencies;

WHEREAS, ORS Chapter 402.010 provides for Cooperative Assistance Agreement among public and private agencies for reciprocal emergency aid and resources; and

WHEREAS, ORS Chapter 190 provides for intergovernmental agreements and the apportionment among the parties of the responsibility for providing funds to pay for expenses incurred in the performance of the agreed upon functions or activities;

NOW THEREFORE, the parties agree as follows:

## 1. Request

If confronted with an emergency situation requiring personnel, equipment or material not available to it, the requesting party (Requestor) may request assistance from any of the other parties who have executed this Agreement.

## 2. Response

Upon receipt of such request, the party receiving the request (Responder) shall immediately take the following action:

- A. Determine whether it has the personnel, equipment, or material available to respond to the request.
- B. Determine what available personnel and equipment should be dispatched and/or what material should be supplied.
- C. Dispatch available and appropriate personnel and equipment to the location designated by the Requestor.
- D. Provide appropriate access to the available material.
- E. Advise the Requestor immediately in the event all or some of the requested personnel, equipment, or material is not available.

NOTE: It is understood that the integrity of dedicated funds needs to be protected. Therefore, agencies funded with road funds are limited to providing services for road activities, sewer funds are limited to providing services for sewer activities and so on.

## 3. Incident Commander

The Incident Commander of the emergency shall be designated by the Requestor, and shall be in overall command of the operations under whom the personnel and equipment of the Responder shall serve. The personnel and equipment of the Responder shall be under the immediate control of a supervisor of the Responder. If the Incident Commander specifically requests a supervisor of the Responder to assume command, the Incident Commander shall not, by relinquishing command, relieve the Requestor of responsibility for the incident.

#### 4. Documentation

Documentation of hours worked, and equipment or materials used or provided will be maintained on a shift by shift basis by the Responder, and provided to the Requestor as needed.

#### 5. Release of Personnel and Equipment

All personnel, equipment, and unused material provided under this Agreement shall be returned to the Responder upon release by the Requestor, or on demand by the Responder.

#### 6. Compensation

It is hereby understood that the Responder will be reimbursed (e.g. labor, equipment, materials and other related expenses as applicable, including loss or damage to equipment) at its adopted usual and customary rates. Compensation may include:

- A. Compensation for workers at the Responder's current pay structure, including call back, overtime, and benefits.
- B. Compensation for equipment at Responder's established rental rate.
- C. Compensation for materials, at Responder's cost. Materials may be replaced at Requestor's discretion in lieu of cash payment upon approval by the Responder for such replacement.
- D. Without prejudice to a Responder's right to indemnification under Section 7.A. herein, compensation for damages to equipment occurring during the emergency incident shall be paid by the Requestor, subject to the following limitations:
  - 1) Maximum liability shall not **exceed** the cost of repair or cost of replacement, whichever is less.
  - 2) No compensation will be paid for equipment damage or loss attributable to natural disasters or acts of God not related to the emergency incident.
  - 3) To the extent of any payment under this section, Requestor will have the right of subrogation for all claims against parties other than parties to this agreement who may be responsible in whole or in part for damage to the equipment.

- 4) Requestor shall not be liable for damage caused by the neglect of the Responder's operators.

Within 30 days after presentation of bills by Responder entitled to compensation under this section, Requestor will either pay or make mutually acceptable arrangements for payment.

#### 7. Indemnification

This provision applies to all parties only when a Requestor requests and a Responder provides personnel, equipment, or material under the terms of this Agreement. A Responder's act of withdrawing personnel, equipment, or material provided is not considered a party's activity under this Agreement for purposes of this provision.

To the extent permitted by Article XI of the Oregon Constitution and by the Oregon Tort Claims Act, each party shall indemnify, within the limits of the Tort Claims Act, the other parties against liability for damage to life or property arising from the indemnifying party's own activities under this Agreement, provided that a party will not be required to indemnify another party for any such liability arising out of the wrongful acts of employees or agents of that other party.

#### 8. Workers Compensation Withholdings and Employer Liability

Each party shall remain fully responsible as employer for all taxes, assessments, fees, premiums, wages, withholdings, workers compensation and other direct and indirect compensation, benefits, and related obligations with respect to its own employees. Likewise, each party shall insure, self-insure, or both, its own employees as required by Oregon Revised Statutes.

#### 9. Pre-Incident Plans

The parties may develop pre-incident plans for the type and locations of problem areas where emergency assistance may be needed, the types of personnel and equipment to be dispatched, and the training to be conducted to ensure efficient operations. Such plans shall take into consideration the proper protection by the Responder of its own geographical area.

#### 10. The Agreement

- A. It is understood that all parties may not execute this Agreement at the same time. It is the intention of the parties that any governmental entity in the State of Oregon may enter into this Agreement and that all parties who execute this Agreement will be

considered to be equal parties to the Agreement. The individual parties to this Agreement may be "Requestor" or "Responder's" as referred to in Section 1. and 2. above, to all others who have entered this Agreement.

- B. The Oregon Department of Transportation (ODOT) Maintenance and Operations Branch shall maintain the master copy of this Agreement, including a list of all those governmental entities that have executed this Cooperative Assistance Agreement. ODOT will make the list of participants available to any entity that has signed the Agreement. Whenever an entity executes the agreement, ODOT shall notify all others who have executed the Agreement of the new participant. Except as specifically provided in this paragraph, ODOT has no obligations to give notice nor does it have any other or additional obligations than any other party.
- C. This Agreement shall be effective upon approval by two or more parties and shall remain in effect as to a specific party for five years after the date that party executes this Agreement unless sooner terminated as provided in this paragraph. Any party may terminate its participation in this Agreement prior to expiration as follows:
  - 1) Written notice of intent to terminate this Agreement must be given to all other parties on the master list of parties at least 30 days prior to termination date. This notice shall automatically terminate the Agreement as to the terminating party on the date set out in the notice unless rescinded by that party in writing prior to that date.
  - 2) Termination will not affect a party's obligations for payment arising prior to the termination of this Agreement.

#### 11. Non-exclusive

This Agreement is not intended to be exclusive among the parties. Any party may enter into separate cooperative assistance or mutual aid agreements with any other entity. No such separate Agreement shall terminate any responsibility under this Agreement.

#### 12. Parties to This Agreement

Participants in this Agreement are indicated on the following pages, one party per page.

IN WITNESS WHEREOF, the parties hereto have caused this Agreement for Public Works Cooperative Assistance to be executed by duly authorized representatives as of the date of their signatures.

STATE OF OREGON  
DEPARTMENT OF TRANSPORTATION



April 27, 2016

---

Luci Moore  
Statewide Maintenance Engineer

Date

IN WITNESS WHEREOF, the parties hereto have caused this Agreement for Public Works Cooperative Assistance to be executed by duly authorized representatives as of the date of their signatures.

\_\_\_\_\_  
Agency

\_\_\_\_\_  
County, Oregon

\_\_\_\_\_  
Authorized Representative

\_\_\_\_\_  
Date

**Designated Primary Contact:**

Office:

Contact:

Phone Number:

\_\_\_\_\_

**Emergency 24 Hour Phone Number:**

Fax Number:

\_\_\_\_\_

**E-mail address (if available):**

\_\_\_\_\_

Oregon Public Works Emergency Response Cooperative Assistance  
Agreement Members

**Exhibit B**  
**Agenda Item 3.2**  
**Council Mgt. 06-23-2020**

Department of Agriculture	All Counties
Oregon Department of Transportation	All Counties
Oregon Parks & Recreation	All Counties
Baker County	Baker County
City of Baker	Baker County
City of Haines	Baker County
City of Halfway	Baker County
City of Huntington	Baker County
Benton County	Benton County
City of Adair Village	Benton County
City of Corvallis	Benton County
City of Monroe	Benton County
City of Philomath	Benton County
City of Canby	Clackamas County
City of Damascus	Clackamas County
City of Estacada	Clackamas County
City of Gladstone	Clackamas County
City of Happy Valley	Clackamas County
City of Johnson City	Clackamas County
City of Lake Oswego	Clackamas County
City of Milwaukie	Clackamas County
City of Molalla	Clackamas County
City of Oregon City	Clackamas County
City of Sandy	Clackamas County
City of West Linn	Clackamas County
City of Wilsonville	Clackamas County
Clackamas County	Clackamas County
City of Astoria	Clatsop County
City of Cannon Beach	Clatsop County
City of Gearhart	Clatsop County
City of Seaside	Clatsop County
City of Warrenton	Clatsop County
Clatsop County	Clatsop County
City of Clatskanie	Columbia County
City of Columbia City	Columbia County
City of Rainier	Columbia County
City of St. Helens	Columbia County

Oregon Public Works Emergency Response Cooperative Assistance  
Agreement Members

City of Vernonia	Columbia County
Columbia County	Columbia County
City of Bandon	Coos County
City of Coos Bay	Coos County
City of Coquille	Coos County
City of Lakeside	Coos County
City of Myrtle Point	Coos County
City of North Bend	Coos County
City of Powers	Coos County
Coos Bay-North Bend Water Board	Coos County
Coos County	Coos County
City of Prineville	Crook County
Crook County	Crook County
City of Brookings	Curry County
City of Gold Beach	Curry County
Curry County	Curry County
City of Bend	Deschutes County
City of Redmond	Deschutes County
City of Sisters	Deschutes County
Deschutes County	Deschutes County
City of Canyonville	Douglas County
City of Drain	Douglas County
City of Elkton	Douglas County
City of Glendale	Douglas County
City of Myrtle Creek	Douglas County
City of Oakland	Douglas County
City of Reedsport	Douglas County
City of Riddle	Douglas County
City of Roseburg	Douglas County
City of Winston	Douglas County
City of Yoncalla	Douglas County
Douglas County	Douglas County
City of Arlington	Gilliam County
City of Condon	Gilliam County
Gilliam County	Gilliam County

Oregon Public Works Emergency Response Cooperative Assistance  
Agreement Members

City of Dayville	Grant County
City of John Day	Grant County
City of Long Creek	Grant County
City of Prairie City	Grant County
City of Seneca	Grant County
Grant County	Grant County
Town of Canyon City	Grant County
City of Burns	Harney County
City of Hines	Harney County
Harney County	Harney County
City of Cascade Locks	Hood River County
City of Hood River	Hood River County
Hood River County	Hood River County
City of Central Point	Jackson County
City of Gold Hill	Jackson County
City of Jacksonville	Jackson County
City of Medford	Jackson County
City of Phoenix	Jackson County
City of Rogue River	Jackson County
City of Shady Cove	Jackson County
City of Talent	Jackson County
Jackson County	Jackson County
City of Culver	Jefferson County
City of Madras	Jefferson County
City of Metolius	Jefferson County
Jefferson County	Jefferson County
City of Cave Junction	Josephine County
City of Grants Pass	Josephine County
Josephine County	Josephine County
City of Klamath Falls	Klamath County
Klamath County	Klamath County
Lake County	Lake County
Town of Lakeview	Lake County
City of Coburg	Lane County
City of Cottage Grove	Lane County
City of Creswell	Lane County

Oregon Public Works Emergency Response Cooperative Assistance  
Agreement Members

City of Dunes City	Lane County
City of Eugene	Lane County
City of Florence	Lane County
City of Junction City	Lane County
City of Oakridge	Lane County
City of Springfield	Lane County
City of Veneta	Lane County
City of Westfir	Lane County
Lane County	Lane County
University of Oregon	Lane County
City of Depoe Bay	Lincoln County
City of Lincoln City	Lincoln County
City of Siletz	Lincoln County
City of Toledo	Lincoln County
City of Waldport	Lincoln County
City of Yachats	Lincoln County
Lincoln County	Lincoln County
City of Albany	Linn and Benton County
City of Brownsville	Linn County
City of Halsey	Linn County
City of Harrisburg	Linn County
City of Lebanon	Linn County
City of Lyons	Linn County
City of Scio	Linn County
City of Sweet Home	Linn County
Linn County	Linn County
City of Adrian	Malheur County
City of Jordan Valley	Malheur County
City of Nyssa	Malheur County
City of Ontario	Malheur County
City of Vale	Malheur County
Malheur County	Malheur County
City of Aumsville	Marion County
City of Aurora	Marion County
City of Detroit	Marion County
City of Donald	Marion County
City of Gates	Marion County
City of Gervais	Marion County
City of Hubbard	Marion County

## Oregon Public Works Emergency Response Cooperative Assistance Agreement Members

City of Keizer	Marion County
City of Silverton	Marion County
City of Stayton	Marion County
City of Sublimity	Marion County
City of Turner	Marion County
Marion County	Marion County
City of Salem	Marion County / Polk County
City of Idanha	Marion/Linn County
City of Mill City	Marion/Linn County
City of Boardman	Morrow County
City of Heppner	Morrow County
City of Ione	Morrow County
City of Irrigon	Morrow County
Morrow County	Morrow County
Town of Lexington	Morrow County
City of Fairview	Multnomah County
City of Gresham	Multnomah County
City of Portland	Multnomah County
City of Troutdale	Multnomah County
City of Wood Village	Multnomah County
Multnomah County	Multnomah County
Multnomah County Drainage District	Multnomah County
City of Dallas	Polk County
City of Falls City	Polk County
City of Independence	Polk County
City of Monmouth	Polk County
Polk County	Polk County
City of Moro	Sherman County
City of Wasco	Sherman County
City of Bay City	Tillamook County
City of Garibaldi	Tillamook County
City of Manzanita	Tillamook County
City of Nehalem	Tillamook County
Tillamook County	Tillamook County
City of Adams	Umatilla County
City of Athena	Umatilla County
City of Echo	Umatilla County

Oregon Public Works Emergency Response Cooperative Assistance  
Agreement Members

City of Helix	Umatilla County
City of Hermiston	Umatilla County
City of Milton-Freewater	Umatilla County
City of Pendleton	Umatilla County
City of Pilot Rock	Umatilla County
City of Stanfield	Umatilla County
City of Umatilla	Umatilla County
Umatilla County	Umatilla County
City of Cove	Union County
City of Elgin	Union County
City of Imbler	Union County
City of Island City	Union County
City of Union	Union County
Island City Area Sanitation District	Union County
Union County	Union County
City of Enterprise	Wallowa County
City of Joseph	Wallowa County
Wallowa County	Wallowa County
City of Dufur	Wasco County
City of Maupin	Wasco County
City of Mosier	Wasco County
City of Shaniko	Wasco County
City of The Dalles	Wasco County
Wasco County	Wasco County
City of Banks	Washington County
City of Cornelius	Washington County
City of Durham	Washington County
City of Gaston	Washington County
City of Hillsboro	Washington County
City of North Plains	Washington County
City of Sherwood	Washington County
City of Tigard	Washington County
Washington County	Washington County
City of Fossil	Wheeler County
City of Mitchell	Wheeler County
City of Spray	Wheeler County
Wheeler County	Wheeler County

Oregon Public Works Emergency Response Cooperative Assistance  
Agreement Members

City of Amity	Yamhill County
City of Carlton	Yamhill County
City of Dayton	Yamhill County
City of Lafayette	Yamhill County
City of McMinnville	Yamhill County
City of Newberg	Yamhill County
City of Sheridan	Yamhill County
City of Willamina	Yamhill County
City of Yamhill	Yamhill County
Yamhill County	Yamhill County

## **RESOLUTION NO.**

### **A RESOLUTION APPROVING THE CITY'S CONTINUED PARTICIPATION IN THE OREGON PUBLIC WORKS EMERGENCY RESPONSE COOPERATIVE ASSISTANCE AGREEMENT**

#### **THE TROUTDALE CITY COUNCIL FINDS AS FOLLOWS:**

1. That the City is responsible for the preparation and mitigation of, and response and recover from emergencies or disasters that could potentially impact the residents, and has adopted the Emergency Operations Plan (EOP) for the City of Troutdale via Resolution No. 2039 on March 23, 2010.
2. That the Oregon Department of Transportation (ODOT) has an important supporting role in emergency response and disaster recovery, and a functional transportation system is crucial for getting emergency responders and life-saving supplies where they need to go, and in helping promote economic recovery after a disaster.
3. That since 1998 ODOT has provided the Oregon Public Works Emergency Response Cooperative Assistance Agreement, (Agreement) and offered it to local public works agencies, of which more than 100 have chosen to participate, including our neighboring jurisdictions of Fairview, Gresham, and Wood Village.
4. That the EOP provides for emergency measures which include, but are not limited to implementing mutual aid agreements, and the City adopted the Oregon Public Works Emergency Response Cooperative Agreement pursuant to Resolution No. 1984 on February 24, 2009.
5. That the Agreement provides a mechanism for public works agencies to request assistance and to respond to requests for assistance, for the apportionment among the parties of the responsibility for providing funds to pay for expenses incurred in the performance of the agreed upon functions or activities, and provides the documentation framework needed to seek the maximum possible reimbursement from Federal agencies.
6. That it is in the best interest of the City and other governmental agencies who are members of the Oregon Public Works Emergency Response Cooperative Assistance Agreement to provide each other equipment, supplies and/or personnel in support of emergency and disaster response/recovery efforts, and that responses to such conditions are conducted in the most organized, efficient, and effective manner possible.

7. That Oregon Revised Statutes (ORS) Chapter 402.010 provides for Cooperative Assistance Agreements among public and private agencies for reciprocal emergency aid and resources.

8. That by the authority granted in ORS 190.110, state agencies may enter into agreements with units of local government for the performance of any or all functions and activities that a party to the agreement, its officers, or agents have the authority to perform.

9. That the City and ODOT desire to enter into the Intergovernmental Agreement (IGA) of the Oregon Public Works Emergency Response Cooperative Assistance Agreement, and that the IGA is in the best interest of the City.

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

Section 1. Agrees now that the City enter into an IGA with and through ODOT to provide for emergency mutual aid, and hereby approves the IGA in substantial conformity with Exhibit A of the Staff Report the *“Oregon Public Works Emergency Response Cooperative Assistance Agreement.”*

Section 2. Designates the City Manager or 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, empowered and directed to sign the IGA on behalf of the City, and any and all other required and necessary documents to implement the intent of the agreement.

Section 3. The City Official is hereby authorized to execute, acknowledge and deliver the IGA in substantial conformity with Exhibit A of the Staff Report, including 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 4. Further, consistent with intent of the IGA, and in the best interest of the City, the City Official is authorized to determine, execute, acknowledge and deliver any subsequent addendums, extensions, revisions, modification, or successor documents of the IGA, and the execution thereof by any such City Official shall be conclusive as to such determination.

Section 5. 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 6. This Resolution shall be effective upon adoption.

**YEAS:**  
**NAYS:**  
**ABSTAINED:**

---

**Casey Ryan, Mayor**

---

**Date**

---

**Sarah Skroch, City Recorder**  
**Adopted:**



# CITY OF TROUTDALE



## STAFF REPORT

**SUBJECT / ISSUE:** A resolution accepting three utility easements from 3G Corp and Clearwater Homes LLC for the Columbia Ridge Subdivision water and sewer systems

**MEETING TYPE:**  
City Council Regular Mtg.

**STAFF MEMBER:**  
Travis Hultin, Deputy PW Director/Chief Engineer

**MEETING DATE:**  
June 23, 2020

**DEPARTMENT:**  
Public Works

**ACTION REQUIRED:**  
Consent Agenda - Resolution

**ADVISORY COMMITTEE/COMMISSION RECOMMENDATION:**

**PUBLIC HEARING:**  
No

N/A

**Comments:**

**STAFF RECOMMENDATION:** Accept the sewer and water easements from 3G Corp and Clearwater Homes LLC, affirming the City Manager's execution of the easement agreements

**EXHIBITS:**  
A. Vicinity Map

**SUBJECT / ISSUE RELATES TO:**

Council Goals

Legislative

Other (describe)  
Development - Utility Easements

**ISSUE / COUNCIL DECISION & DISCUSSION POINTS:**

- ◆ These perpetual nonexclusive utility easements are needed to maintain and operate public sanitary sewer and water utilities serving the properties in the Columbia Ridge Subdivision.
- ◆ Placing a public loop water main in an alley was necessary to properly serve the public water system as well as the subdivision.
- ◆ The developer desired placement of the sewer mains in the alleys to benefit his development and Clearwater's future homes, which the City allowed as a variation to its typical standard that generally prohibits placing public utilities in private streets/alleys.
- ◆ Without these easements, the City would not have the rights of access, operation, and maintenance necessary to operate the subject utility systems.
- ◆ These easements also provide protection to the City in its operation of these utilities from claims of damage or wear and tear on the private alleys when accessing its utilities.
- ◆ 3G Corp (developer, former owner) and Clearwater Homes LLC (current owner, home builder) have agreed to grant the needed sewer and water utility easements, and agreed

Reviewed and Approved by City Manager:

to protect the City from future claims of wear and tear on the alleys resulting from its public utility operations and maintenance.

- ◆ Public Works staff and the City Attorney have reviewed the (3) utility easement agreements and found them acceptable.
- ◆ 3G Corp and Clearwater Homes LLC have not required any monetary compensation from the City for the grant of these (3) easements. The consideration provided to these Grantors includes the utility service benefits to the subdivision, and homes therein, realized from the placement of the utilities.
- ◆ Easements are typically accepted by City Council and such acceptance certified by the City Recorder. In this case, the City Manager executed the agreements under guidance of the City Attorney to facilitate timely recording of the subdivision plat, with his action to be presented to the City Council for affirmation at a subsequent regular Council meeting.

### **BACKGROUND:**

3G Corp (formerly San Rafael LLC) was the developer of the Columbia Ridge residential subdivision and constructed the public improvements for the subdivision. The public improvements were recently completed and approved by City staff. 3G Corp then proceeded to sell the lots, including private alleys, to Clearwater Homes LLC. Clearwater intends to build and sell the homes in the subdivision.

The subdivision design includes two private alleys. Each alley has a few lots that front on a portion of each alley. As a condition of the development, the developer constructed a public loop water main in the east alley to benefit the subdivision as well as the public water system in the vicinity. The developer also proposed constructing a short segment of public sewer main in each alley to serve the lots fronting on the alleys. The City standards generally discourage placing public utilities in private alleys, but it was permitted as a variation in this design. The placement of these utilities in the private alleys necessitated the dedication of three utility easements to allow City forces to operate and maintain those utilities.

These easements needed to be reflected on the subdivision plat, so they needed recorded concurrently with the plat. The easements were prepared and ready for acceptance by Council, and the plat was ready to record, but a fluke of timing with the Council's schedule coupled with the onset of the COVID pandemic would have resulted in a delay of several weeks in recording them. That delay would have delayed recording of the plat substantially, creating a hardship for the developer who was ready to sell the subdivision lots to the prospective homebuilder, Clearwater Homes LLC. In consultation with the City Attorney, the easement documents were prepared to allow the City Manager to execute the easements, which would then be ratified by City Council at a later date. These documents were prepared, and then executed and recorded (along with the plat) through a series of document handoffs between the City, attorneys, and developer, necessitated by the physical distancing protocols of the emerging COVID pandemic. In that complicated scramble, two of the easement documents were intermingled, resulting in errors in two of the recorded easements. The error was identified by staff when the recorded documents were returned. In consultation with the City Attorney, replacement agreements were prepared for the two erroneous easement agreements, with additional language added to reflect that these documents replace the previously recorded documents. At that point, 3G had

commenced the sale of the lots (and alley tracts) to Clearwater Homes, so the new agreements reflect both 3G and Clearwater as the Grantors.

The two replacement easements are now brought forward for Council acceptance and affirmation, as well as the third easement: the one original that did not contain errors.

**PROS & CONS:**

Pros:

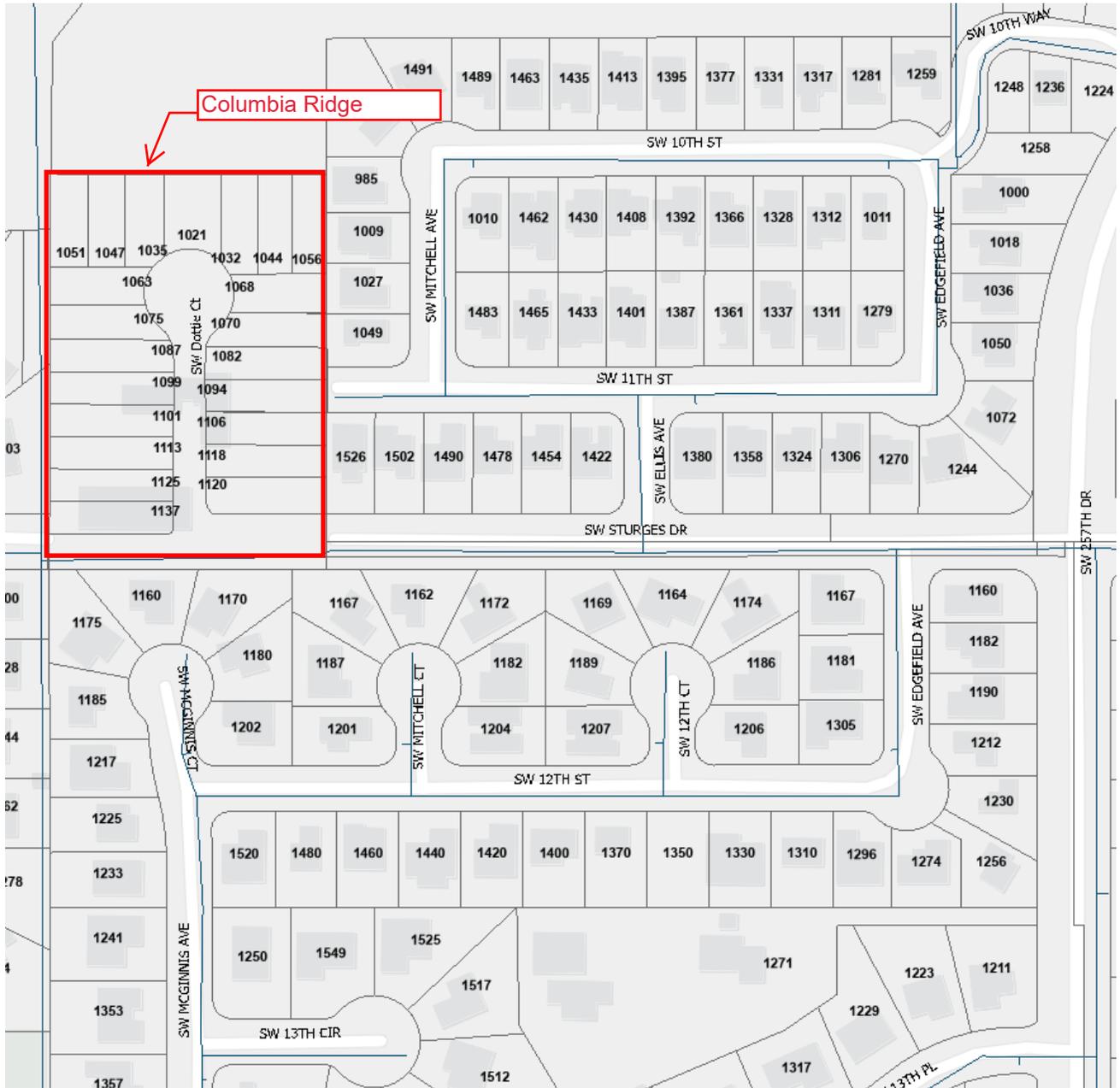
- Provides utility easements necessary for operation and maintenance of water and sewer systems in the Columbia Ridge Subdivision.
- Affirms and ratifies the City Manager’s prior execution of these easement agreements

Cons:

- None

<b>Current Year Budget Impacts:</b> <input type="checkbox"/> Yes ( <i>describe</i> ) <input checked="" type="checkbox"/> N/A
<b>Future Fiscal Impacts:</b> <input type="checkbox"/> Yes ( <i>describe</i> ) <input checked="" type="checkbox"/> N/A
<b>City Attorney Approved:</b> <input checked="" type="checkbox"/> Yes <input type="checkbox"/> N/A
<b>Community Involvement Process:</b> <input type="checkbox"/> Yes ( <i>describe</i> ) <input checked="" type="checkbox"/> N/A

# EXHIBIT A



Columbia Ridge Subdivision - VicinityMap

## **RESOLUTION NO.**

### **A RESOLUTION ACCEPTING THREE UTILITY EASEMENTS FROM 3G CORP AND CLEARWATER HOMES LLC FOR THE COLUMBIA RIDGE SUBDIVISION WATER AND SEWER SYSTEMS**

#### **THE TROUTDALE CITY COUNCIL FINDS AS FOLLOWS:**

1. 3G Corp is the developer and recent previous owner of the real property constituting the Columbia Ridge Subdivision.
2. Clearwater Homes LLC is the current owner and prospective home builder of the real property constituting the Columbia Ridge Subdivision.
3. The City required as a condition of the subdivision development that the developer construct a public loop water main one of the subdivision's private alleys to benefit the public water system and the subdivision.
4. The developer proposed, and the City approved, the developer's construction of two public sanitary sewer mains in the subdivision's private alleys (one in each alley) to provide service to the lots fronting those alleys.
5. The construction of public utilities in the private alleys necessitated the dedication of utility easements to the City.
6. 3G Corp and Clearwater Homes LLC have agreed to grant the needed sewer and water utility easements and have executed the easement dedication agreements.
7. The City Manager has executed the easement agreements on behalf of the City to facilitate the timely recording of the subdivision plat.

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

Section 1. The City of Troutdale accepts the perpetual non-exclusive sewer and water utility easements from 3G Corp and Clearwater Homes LLC for the Columbia Ridge Subdivision sewer and water systems, attached herewith at Attachments A, B, and C.

Section 2. The City Council affirms and ratifies the City Managers execution of the easement agreements attached herewith as Attachments A, B, and C.

Section 3. This resolution shall take effect immediately upon adoption.

**YEAS:**  
**NAYS:**  
**ABSTAINED:**

---

**Casey Ryan, Mayor**

---

**Date**

---

**Sarah Skroch, City Recorder**  
**Adopted:**

After recording, return to:

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

### **UTILITY EASEMENT AGREEMENT**

This Utility Easement Agreement ("AGREEMENT") is entered into by CLEARWATER HOMES, LLC, an Oregon limited liability company ("GRANTOR"); 3G CORP, an Oregon corporation ("GRANTOR 3G"), and the CITY OF TROUTDALE, an Oregon municipal corporation ("GRANTEE"), which Agreement is dated as of the date the Agreement is signed by Grantor.

### **RECITALS**

A. GRANTOR Clearwater Homes, LLC owns the real property described in this Agreement under paragraph 10 (the "Easement Area"). GRANTOR also owns other real property adjacent to and in the vicinity of the Easement Area.

B. GRANTEE is a municipal corporation in the State of Oregon which owns and operates public utilities.

C. On March 27, 2020, a version of this Agreement was recorded with the Multnomah County Recorder as Document No. 2020-037652 with 3G Corp as Grantor and City of Troutdale as Grantee.

D. On April 22, 2020, 3G Corp sold the real property subject to this Agreement to Clearwater Homes, LLC as well as other real property adjacent to and in the vicinity of the Easement Area, subject to financing.

E. The purpose of this Agreement is to grant a utility easement to GRANTEE for access and use of the Easement Area.

## EASEMENT GRANTED

1. **Grant.** For no dollars but for other good and valuable consideration that is acknowledged and received, GRANTOR hereby grants to GRANTEE, and GRANTEE hereby accepts from GRANTOR, a perpetual nonexclusive easement for the Easement Area so that GRANTEE may construct, install, operate, maintain, repair, replace, and/or modify components of public utility systems including, but not solely limited to, sanitary sewer systems. This Easement supersedes the easement referred to in Recital C above, which is hereby revoked by consent of GRANTOR, GRANTOR 3G and GRANTEE.

2. **Limitations.** GRANTOR shall not construct, install, nor place any structure, or vegetation within the Easement Area except for shallow-root grasses and low-growing shrubs (but not trees), fences as permitted by applicable City regulations, and sidewalks or driveways (including alleyways). Any damages to GRANTEE's utilities caused by GRANTOR's construction, installation, placement, maintenance or operations of shallow-root grasses, low-growing shrubs, fences, sidewalks, driveways, or any unauthorized structures, pavement or vegetation, within the Easement Area shall be repaired or replaced by GRANTOR, or by the GRANTEE at the GRANTOR's expense, as determined by the GRANTEE.

3. **Use and Access.** GRANTOR shall allow GRANTEE unrestricted access to the Easement Area at all times to properly construct, install, operate, maintain, repair, replace, and/or modify its utilities. Any loss, damage, or destruction caused by GRANTEE to GRANTOR's property in accessing the Easement Area or in performing the aforementioned actions, whether or not such loss, damage or destruction was to GRANTOR's shallow-root grasses, low-growing shrubs, fences, sidewalks or driveways that are allowed in accordance with paragraph 2, shall be the responsibility of GRANTOR. GRANTOR expressly acknowledges and stipulates that GRANTOR desired and benefitted from the placement of publicly maintained sewer systems within the easement area, and that such placement provides an ongoing benefit to GRANTOR, its successors, and assigns. GRANTOR and GRANTOR's successors and assigns expressly accept that GRANTEE's current and/or future construction, operation, maintenance, repair, replacement, and/or modification of GRANTEE's utilities will necessitate GRANTEE's operation of heavy vehicles and equipment within the easement area, and, whether due to the use of heavy vehicles and equipment or not, will likely result in wear and tear, repetitive stress, incidental damage and disturbance (chronic, cumulative, and/or acute), long-term degradation, and other ancillary damage to GRANTOR's pavements, curbs, landscaping, and other facilities within the Easement area; and GRANTOR further stipulates that GRANTOR, and GRANTOR's successors and assigns, shall make no claim or request that GRANTEE make any repair, perform any maintenance, or otherwise restore, preserve, or improve GRANTOR's pavements, curbs, landscaping, or other facilities or amenities within the easement area for any reason arising from GRANTEE's use of the easement area for the construction, installation, operation, maintenance, repair, replacement, and/or modification of GRANTEE's utilities.

4. **Binding Effect, Run with the Land.** This Agreement shall run with the land as to all real property burdened and benefitted, and shall inure to the benefit of GRANTOR, GRANTEE and their respective successors and assigns.

5. **Attorney Fees.** In the event legal action is commenced in connection with this Agreement, the prevailing party in such action shall be entitled to recover its reasonable attorney fees and costs incurred in the trial court and any appeal therefrom. The term “action” shall be deemed to include action commenced in the Bankruptcy Court of the United States and any other court of general or limited jurisdiction. The reference to “costs” includes, but is not limited to, deposition costs (discovery and otherwise), witness fees (expert and otherwise), out-of-pocket costs, title search and report expenses, survey costs, surety bonds and any other reasonable expenses.

6. **Severability.** If any portion of this Agreement shall be invalid or unenforceable to any extent, the validity of the remaining provisions shall not be affected thereby.

7. **Integration.** This Agreement constitutes the entire, final and complete agreement of the parties pertaining to this utility easement, and supersedes and replaces all other written and oral agreements heretofore made or existing by and between the parties or their representatives insofar as the Easement Area is concerned. Neither party shall be bound by any promises, representations or agreements except as are expressly set forth herein.

8. **Governing Law.** This Agreement shall be construed in accordance with and governed by the laws of the state of Oregon. The parties agree to venue in Multnomah County, state of Oregon.

9. **Nonwaiver.** Failure by either party at any time to require performance by the other party of any of the provisions in this Agreement shall in no way affect the party’s rights under the Agreement to enforce the provisions in this Agreement, nor shall any waiver by a party of the breach of the provisions in this Agreement be held to be a waiver of any succeeding breach or a waiver of this nonwaiver clause.

10. **Easement Area.** See attached legal description and map attached herewith as Exhibit A.

*Signatures of Parties and Notary Acknowledgments on Following Pages*

**GRANTOR:**

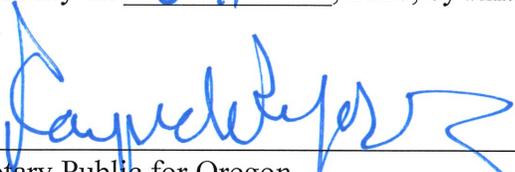
**CLEARWATER HOMES, LLC,**  
an Oregon limited liability company

By:   
Ante Skoro, Managing Member

STATE OF OREGON            )  
  ) ss.  
County of Multnomah )

This instrument was acknowledged before my on 6-11, 2020, by Ante Skoro,  
Managing Member of Clearwater Homes, LLC.



  
Notary Public for Oregon  
My Commission expires: 1-12-24

GRANTOR 3G:

3G CORP, an Oregon corporation

By: \_\_\_\_\_

Dean Hurford, Secretary

STATE OF OREGON        )  
                                  ) ss.  
County of Multnomah    )

This instrument was acknowledged before my on 6-11, 2020, by Dean Hurford, Secretary of 3G Corp.



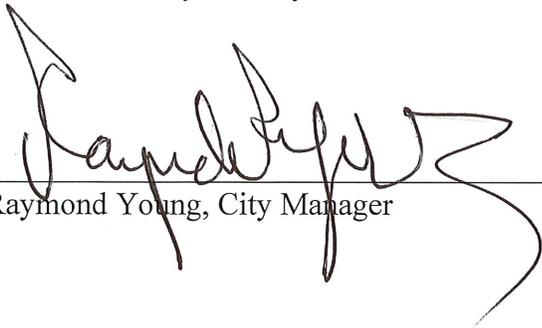
Raymond Paul Young  
Notary Public for Oregon

My Commission expires: 1-2-24

ACCEPTANCE BY GRANTEE

I, Raymond Young, City Manager of the City of Troutdale, hereby accept the foregoing Utility Easement Agreement under authority deleted to me by the City Council of the City of Troutdale.

Dated this 11<sup>th</sup> day of ~~May~~<sup>June</sup>, 2020.

  
Raymond Young, City Manager

APPROVED AS TO FORM:

  
Edward H. Trompke, City Attorney

STATE OF OREGON )  
 ) ss.  
County of Multnomah )

Personally appeared the above-named Raymond Young, City Manager, who acknowledged the foregoing instrument to be the voluntary act and deed of the CITY OF TROUTDALE.

BEFORE ME:

  
Notary Public for the State of Oregon  
My Commission expires: February 10, 2024



**Exhibit "A"**

**Legal Description for 20 foot Public Sewer Easement**

**Being in a portion of the Southeast One Quarter Section 26 Township 1 North, Range 3 East of the Willamette Meridian, City of Troutdale, Multnomah County Oregon, more particularly described as follows:**

**Commencing at the Northwest corner of Lot 31 of Sedona Park as recorded in Plat Book 1230, Page 34. Multnomah County auditor's records:**

**Thence South 01°34'11" West along the West line of Lot 31 of said Sedona Park for a distance of 48.17 feet to the Point of Beginning;**

**Thence leaving said East line North 88°41'40" West for a distance of 109.46 feet;**

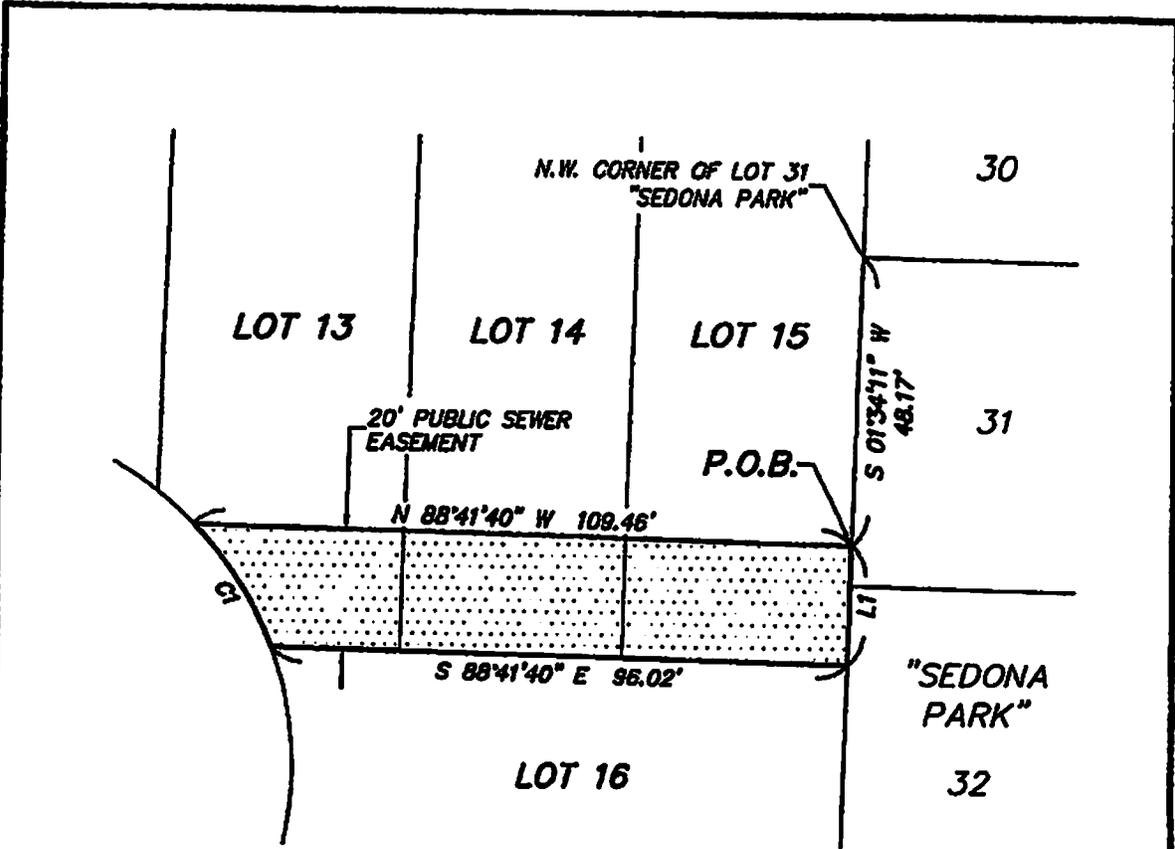
**Thence along a 58.00 foot radius curve to the left, through a central angle of 23°55'42" for an arc distance of 24.22 feet, a chord of which bears South 32°25'09" East 24.05 feet;**

**Thence South 88°41'40" East for a distance of 96.02 feet;**

**Thence North 01°34'11" East for a distance of 20.00 feet to the Point of Beginning;**

**Containing 2,034 more or less square feet**

**Subject to and together with public roads and easements or restrictions of record.**



LINE TABLE		
LINE	BEARING	DISTANCE
L1	N 01°34'11" E	20.00'

CURVE TABLE					
CURVE	RADIUS	DELTA	ARC DIST.	CHORD BEARING	CHORD DIST.
C1	58.00'	23°35'42"	24.22'	S 32°25'09" E	24.05'



604 W Evergreen Blvd.  
 Vancouver, WA 98660 | P/E (360) 944-6519

**PLS ENGINEERING**

**EXHIBIT**

FOR PUBLIC SEWER EASEMENT LOCATED IN  
 THE SW 1/4 OF THE  
 SE 1/4 OF SECTION 28  
 T. 1 N., R. 3 E.,  
 MULTNOMAH COUNTY, OREGON

SCALE: N.T.S.  
 JOB NO. 2768  
 DATE: 02-27-2020  
 DWG FILE: 2768L3.dwg  
 DRAWN BY: NG

**Attachment "B" to  
Resolution #**

**RECORDING COVER SHEET (Please Print or Type)** this cover sheet was prepared by the person presenting the instrument for recording. The information on this sheet is a reflection of the attached instrument and was added for the purpose of meeting first page recording requirements in the State of Oregon, ORS 205.234, and does NOT affect the instrument.

**AFTER RECORDING RETURN TO:**

City Recorder  
City of Troutdale  
219 E Hist Col R vrtwy  
Troutdale OR 97060

Multnomah County Official Records	<b>2020-037653</b>
E Murray, Deputy Clerk	
	03/30/2020 02:28:34 PM
EASE-EASE Pgs=8 Stn=68 ATJN	
\$40.00	\$40.00

**SEND TAX STATEMENTS TO:**

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**TITLE(S) OF THE TRANSACTION(S) ORS 205.234(a)**  
**UTILITY EASEMENT AGREEMENT**

**DIRECT PARTY(S) -- (i.e., DEEDS: Seller/Grantor; MORTGAGES: Borrower/Grantor; LIENS; Creditor/Plaintiff)**  
ORS 205.125(1) (b) and 205.160  
**3G COR P.**

**INDIRECT PARTY(S) -- (i.e., DEEDS: Buyer/Grantee; MORTGAGES: Beneficiary/Lender; LIENS: Debtor/Defendant)**  
ORS 205.125(1) (a) and 205.160  
**CITY OF TROUTDALE**

**TRUE AND ACTUAL CONSIDERATION-- (Amount in dollars or other) ORS 93.030(5)**  
\$ \_\_\_\_\_

**JUDGMENT AMOUNT-- (obligation imposed by the order or warrant) ORS 205.125(1) (c)**  
\$ \_\_\_\_\_

**If this instrument is being Re-Recorded, complete the following statement, in accordance with ORS 205.244:**

**"RERECORDED AT THE REQUEST OF GRANTOR AND GRANTEE**  
**TO CORRECT** Map attachment was inadvertently switched with 2020-037042 easement

**PREVIOUSLY RECORDED IN BOOK/PAGE/FEE NUMBER** 2020-037042

After recording, return to:  
City Recorder  
City of Troutdale  
219 E Historic Columbia River Hwy  
Troutdale, OR 97060

Multnomah County Official Records	<b>2020-037042</b>
E Murray, Deputy Clerk	03/27/2020 12:45:43 PM
EASE-EASE Pgs=7 Stn=26 ATAH	\$112.00
\$35.00 \$11.00 \$6.00 \$60.00	

## UTILITY EASEMENT AGREEMENT

This Utility Easement Agreement ("AGREEMENT") is entered into by 3G Corp., a corporation authorized to do business in Oregon ("GRANTOR"), and the CITY OF TROUTDALE, an Oregon municipal corporation ("GRANTEE"), as of the date the GRANTOR signs the Certificate of Grantor.

### RECITALS

A. GRANTOR owns the property described in this Agreement under paragraph 10 (the "Easement Area"). GRANTOR also owns other real property adjacent to and in the vicinity of the Easement Area.

B. GRANTEE is a municipal corporation in the State of Oregon which owns and operates public utilities.

C. The purpose of this Agreement is to grant a utility easement to GRANTEE for access and use of the Easement Area.

### EASEMENT GRANTED

1. **Grant.** For no dollars but for other good and valuable consideration that is acknowledged and received, GRANTOR hereby grants to GRANTEE, and GRANTEE hereby accepts from GRANTOR, a perpetual nonexclusive easement for the Easement Area so that GRANTEE may construct, install, operate, maintain, repair, replace, and/or modify components of public utility systems including, but not solely limited to, sanitary sewer systems.

2. **Limitations.** GRANTOR shall not construct, install, nor place any structure, or vegetation within the Easement Area except for shallow-root grasses and low-growing shrubs (but not trees), fences as permitted by applicable City regulations, and sidewalks or driveways (including alleyways). Any damages to GRANTEE's utilities caused by GRANTOR's construction, installation, placement, maintenance or operations of shallow-root grasses, low-growing shrubs, fences, sidewalks, driveways, or any unauthorized structures, pavement or vegetation, within the Easement Area shall be repaired or replaced by GRANTOR, or by the GRANTEE at the GRANTOR's expense, as determined by the GRANTEE.

3. **Use and Access.** GRANTOR shall allow GRANTEE unrestricted access to the Easement Area at all times to properly construct, install, operate, maintain, repair, replace, and/or modify its utilities. Any loss, damage, or destruction caused by GRANTEE to GRANTOR's property in accessing the Easement Area or in performing the aforementioned actions, whether or not such loss, damage or destruction was to GRANTOR's shallow-root grasses, low-growing shrubs, fences, sidewalks or driveways that are allowed in accordance with paragraph 2, shall be the responsibility of GRANTOR. GRANTOR expressly acknowledges and stipulates that GRANTOR desired and benefitted from the placement of publicly maintained sewer systems

within the easement area, and that such placement provides an ongoing benefit to GRANTOR, its successors, and assigns. GRANTOR and GRANTOR's successors and assigns expressly accept that GRANTEE's current and/or future construction, operation, maintenance, repair, replacement, and/or modification of GRANTEE's utilities will necessitate GRANTEE's operation of heavy vehicles and equipment within the easement area, and, whether due to the use of heavy vehicles and equipment or not, will likely result in wear and tear, repetitive stress, incidental damage and disturbance (chronic, cumulative, and/or acute), long-term degradation, and other ancillary damage to GRANTOR's pavements, curbs, landscaping, and other facilities within the Easement area; and GRANTOR further stipulates that GRANTOR, and GRANTOR's successors and assigns, shall make no claim or request that GRANTEE make any repair, perform any maintenance, or otherwise restore, preserve, or improve GRANTOR's pavements, curbs, landscaping, or other facilities or amenities within the easement area for any reason arising from GRANTEE's use of the easement area for the construction, installation, operation, maintenance, repair, replacement, and/or modification of GRANTEE's utilities.

**4. Binding Effect, Run with the Land.** This Agreement shall run with the land as to all real property burdened and benefited, and shall inure to the benefit of GRANTOR, GRANTEE and their respective successors and assigns.

**5. Attorney Fees.** In the event legal action is commenced in connection with this Agreement, the prevailing party in such action shall be entitled to recover its reasonable attorney fees and costs incurred in the trial court and any appeal therefrom. The term "action" shall be deemed to include action commenced in the Bankruptcy Court of the United States and any other court of general or limited jurisdiction. The reference to "costs" includes, but is not limited to, deposition costs (discovery and otherwise), witness fees (expert and otherwise), out-of-pocket costs, title search and report expenses, survey costs, surety bonds and any other reasonable expenses.

**6. Severability.** If any portion of this Agreement shall be invalid or unenforceable to any extent, the validity of the remaining provisions shall not be affected thereby.

**7. Integration.** This Agreement constitutes the entire, final and complete agreement of the parties pertaining to this utility easement, and supersedes and replaces all other written and oral agreements heretofore made or existing by and between the parties or their representatives insofar as the Easement Area is concerned. Neither party shall be bound by any promises, representations or agreements except as are expressly set forth herein.

**8. Governing Law.** This Agreement shall be construed in accordance with and governed by the laws of the state of Oregon. The parties agree to venue in Multnomah County, state of Oregon.

**9. Nonwaiver.** Failure by either party at any time to require performance by the other party of any of the provisions in this Agreement shall in no way affect the party's rights under the Agreement to enforce the provisions in this Agreement, nor shall any waiver by a party of the breach of the provisions in this Agreement be held to be a waiver of any succeeding breach or a waiver of this nonwaiver clause.

**10. Easement Area.**

**See attached legal description and map attached herewith as Exhibit A.**

CERTIFICATE OF GRANTOR

I, Dean Hurford, owner or the authorized representative of the owner of the property described above, hereby certify that the foregoing easement is granted to the City of Troutdale.

Dated this 27 day of March, 2020

3G Corp., a corporation authorized to do business in Oregon

by: [Signature]

Print Name: DEAN HURFORD

Title: SECRETARY

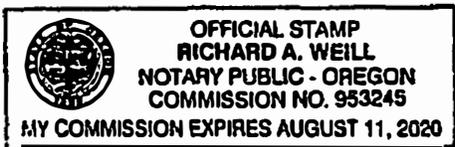
STATE OF OREGON )  
 ) ss.  
COUNTY OF MULTNOMAH )

This instrument was acknowledged before me on 3-27-2020, 2020

by Dean Hurford as Secretary of 3G Corp.

[Signature]  
Notary Public for Oregon  
My commission expires: \_\_\_\_\_, 20\_\_\_\_.

(seal)



CERTIFICATE OF GRANTEE

I, Ray Young City Manager of the City of Troutdale, hereby accept the foregoing Utility Easement Agreement under authority delegated to me by the City Council of the City of Troutdale.

Dated this 27 day of March, 2020.

[Signature]  
City Manager

(seal)

APPROVED AS TO FORM:

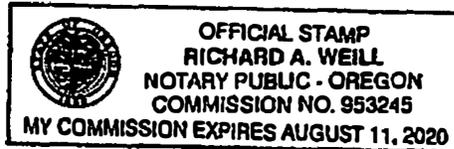
By: [Signature] 20200325  
City Attorney Ed Troupke

STATE OF OREGON )  
 ) ss.  
COUNT OF MULTNOMAH )

Personally appeared the above named City Manager and acknowledged the foregoing instrument to be the voluntary act and deed of the CITY OF TROUTDALE.

BEFORE ME: [Signature]  
Notary Public for Oregon  
Commission Expires: \_\_\_\_\_

(seal)



**Exhibit "A"**

**Legal Description for 20 foot Public Sewer Easement**

Being in a portion of the Southeast One Quarter Section 26 Township 1 North, Range 3 East of the Willamette Meridian, City of Troutdale, Multnomah County Oregon, more particularly described as follows;

Commencing at the Northeast corner of Lot 169 of Cherry Ridge No. 3 as recorded in Plat Book 1231, Page 20, Multnomah County auditor's records:

Thence South 01°34'11" West along the East line of Lot 169 of said Cherry Ridge No. 3 for a distance of 22.59 feet to the **Point of Beginning**;

Thence leaving said East line South 88°41'40" East for a distance of 117.02 feet;

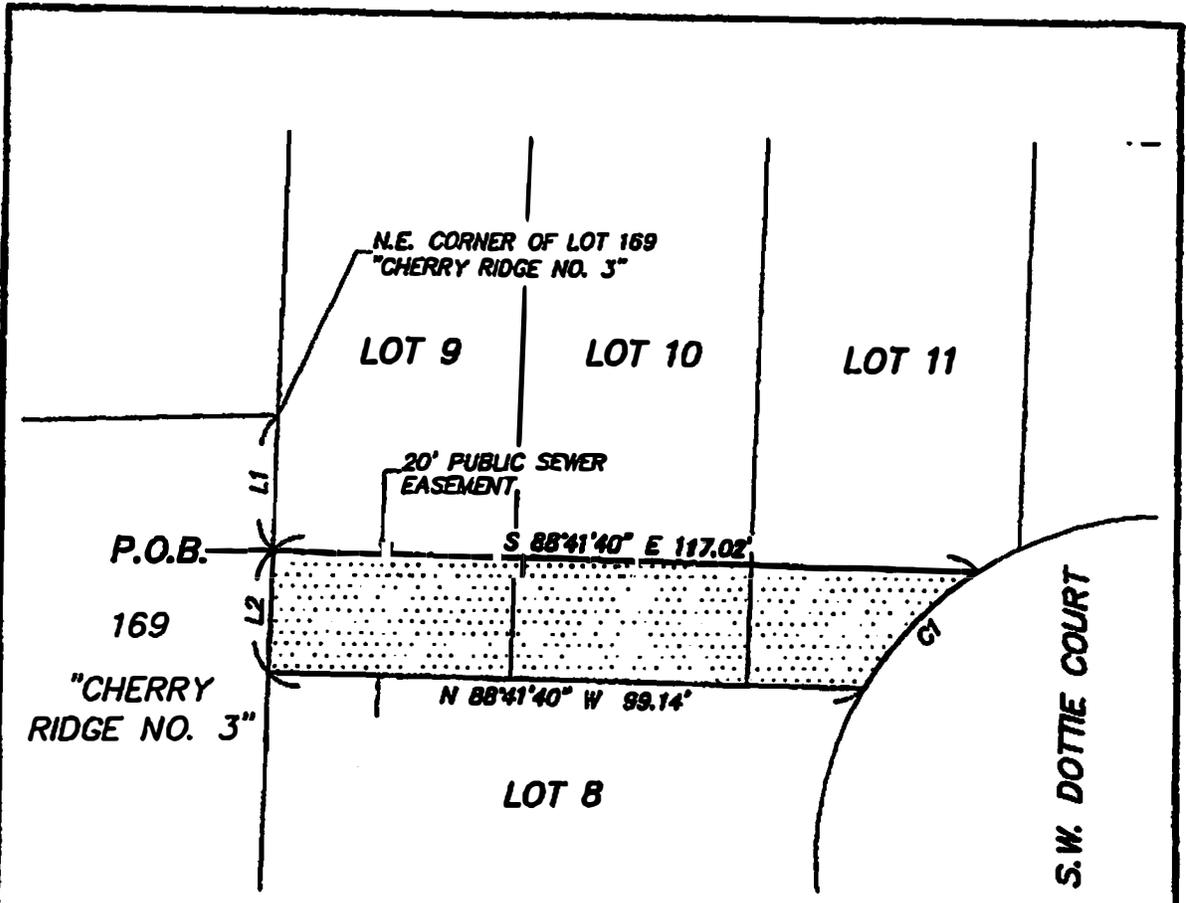
Thence along a 58.00 foot radius curve to the right, through a central angle of 26°48'28" for an arc distance of 27.14 feet, a chord of which bears South 43°15'11" West 26.89 feet;

Thence North 88°41'40" West for a distance of 99.14 feet;

Thence North 01°34'11" East for a distance of 20.00 feet to the **Point of Beginning**;

Containing 2.133 more or less square feet

Subject to and together with public roads and easements or restrictions of record.



LINE TABLE		
LINE	BEARING	DISTANCE
L1	S 01°34'11" W	22.59'
L2	N 01°34'11" E	20.00'

CURVE TABLE					
CURVE	RADIUS	DELTA	ARC DIST.	CHORD BEARING	CHORD DIST.
C1	58.00'	26°48'28"	27.14'	S 43°15'11" W	26.89'



604 W. Davenport Blvd.  
Vancouver, WA 98660 | PH (360) 944-6519

**PLS ENGINEERING**

**EXHIBIT "A"**

FOR PUBLIC SEWER EASEMENT LOCATED IN  
THE SW 1/4 OF THE  
SE 1/4 OF SECTION 28  
T. 1 N., R. 3 E.,  
MULTNOMAH COUNTY, OREGON

SCALE: N.T.S.  
JOB NO. 2788  
DATE: 02-27-2020  
DWG FILE: 2788I.2.dwg  
DRAWN BY: NG

After recording, return to:

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

### **UTILITY EASEMENT AGREEMENT**

This Utility Easement Agreement ("AGREEMENT") is entered into by CLEARWATER HOMES, LLC, an Oregon limited liability company ("GRANTOR"); 3G CORP, an Oregon corporation ("GRANTOR 3G"), and the CITY OF TROUTDALE, an Oregon municipal corporation ("GRANTEE"), which Agreement is dated as of the date the Agreement is signed by Grantor.

### **RECITALS**

A. GRANTOR Clearwater Homes, LLC owns the real property described in this Agreement under paragraph 10 (the "Easement Area"). GRANTOR also owns other real property adjacent to and in the vicinity of the Easement Area.

B. GRANTEE is a municipal corporation in the State of Oregon which owns and operates public utilities.

C. On March 27, 2020, a version of this document was recorded in the Multnomah County Records as Document No. 2020-037041, and re-recorded on March 30, 2020, as Document No. 2020-037652 with 3G Corp as Grantor and City of Troutdale as Grantee.

D. On April 22, 2020, 3G Corp sold the real property subject to this Agreement to Clearwater Homes, LLC, as well as other real property adjacent to and in the vicinity of the Easement Area, subject to financing.

E. The purpose of this Agreement is to grant a utility easement to GRANTEE for access and use of the Easement Area.

## EASEMENT GRANTED

**1. Grant.** For no dollars but for other good and valuable consideration that is acknowledged and received, GRANTOR hereby grants to GRANTEE, and GRANTEE hereby accepts from GRANTOR, a perpetual nonexclusive easement for the Easement Area so that GRANTEE may construct, install, operate, maintain, repair, replace, and/or modify components of public utility systems including, but not solely limited to, water systems. This Easement supersedes the easements referred to in Recital C above, which is hereby revoked by consent of GRANTOR, GRANTOR 3G and GRANTEE.

**2. Limitations.** GRANTOR shall not construct, install, nor place any structure, or vegetation within the Easement Area except for shallow-root grasses and low-growing shrubs (but not trees), fences as permitted by applicable City regulations, and sidewalks or driveways (including alleyways). Any damages to GRANTEE's utilities caused by GRANTOR's construction, installation, placement, maintenance or operations of shallow-root grasses, low-growing shrubs, fences, sidewalks, driveways, or any unauthorized structures, pavement or vegetation, within the Easement Area shall be repaired or replaced by GRANTOR, or by the GRANTEE at the GRANTOR's expense, as determined by the GRANTEE.

**3. Use and Access.** GRANTOR shall allow GRANTEE unrestricted access to the Easement Area at all times to properly construct, install, operate, maintain, repair, replace, and/or modify its utilities. Any loss, damage, or destruction caused by GRANTEE to GRANTOR's property in accessing the Easement Area or in performing the aforementioned actions, whether or not such loss, damage or destruction was to GRANTOR's shallow-root grasses, low-growing shrubs, fences, sidewalks or driveways that are allowed in accordance with paragraph 2, shall be the responsibility of GRANTOR. GRANTOR expressly acknowledges and stipulates that GRANTOR desired and benefitted from the placement of publicly maintained water systems within the easement area, and that such placement provides an ongoing benefit to GRANTOR, its successors, and assigns. GRANTOR and GRANTOR's successors and assigns expressly accept that GRANTEE's current and/or future construction, operation, maintenance, repair, replacement, and/or modification of GRANTEE's utilities will necessitate GRANTEE's operation of heavy vehicles and equipment within the easement area, and, whether due to the use of heavy vehicles and equipment or not, will likely result in wear and tear, repetitive stress, incidental damage and disturbance (chronic, cumulative, and/or acute), long-term degradation, and other ancillary damage to GRANTOR's pavements, curbs, landscaping, and other facilities within the Easement area; and GRANTOR further stipulates that GRANTOR, and GRANTOR's successors and assigns, shall make no claim or request that GRANTEE make any repair, perform any maintenance, or otherwise restore, preserve, or improve GRANTOR's pavements, curbs, landscaping, or other facilities or amenities within the easement area for any reason arising from GRANTEE's use of the easement area for the construction, installation, operation, maintenance, repair, replacement, and/or modification of GRANTEE's utilities.

**4. Binding Effect, Run with the Land.** This Agreement shall run with the land as to all real property burdened and benefitted, and shall inure to the benefit of GRANTOR, GRANTEE and their respective successors and assigns.

**5. Attorney Fees.** In the event legal action is commenced in connection with this Agreement, the prevailing party in such action shall be entitled to recover its reasonable attorney fees and costs incurred in the trial court and any appeal therefrom. The term “action” shall be deemed to include action commenced in the Bankruptcy Court of the United States and any other court of general or limited jurisdiction. The reference to “costs” includes, but is not limited to, deposition costs (discovery and otherwise), witness fees (expert and otherwise), out-of-pocket costs, title search and report expenses, survey costs, surety bonds and any other reasonable expenses.

**6. Severability.** If any portion of this Agreement shall be invalid or unenforceable to any extent, the validity of the remaining provisions shall not be affected thereby.

**7. Integration.** This Agreement constitutes the entire, final and complete agreement of the parties pertaining to this utility easement, and supersedes and replaces all other written and oral agreements heretofore made or existing by and between the parties or their representatives insofar as the Easement Area is concerned. Neither party shall be bound by any promises, representations or agreements except as are expressly set forth herein.

**8. Governing Law.** This Agreement shall be construed in accordance with and governed by the laws of the state of Oregon. The parties agree to venue in Multnomah County, state of Oregon.

**9. Nonwaiver.** Failure by either party at any time to require performance by the other party of any of the provisions in this Agreement shall in no way affect the party’s rights under the Agreement to enforce the provisions in this Agreement, nor shall any waiver by a party of the breach of the provisions in this Agreement be held to be a waiver of any succeeding breach or a waiver of this nonwaiver clause.

**10. Easement Area.** See attached legal description and map attached herewith as Exhibit A.

*Signatures of Parties and Notary Acknowledgments on Following Pages*

GRANTOR:

CLEARWATER HOMES, LLC,  
an Oregon limited liability company

By: [Signature]  
Ante Skoro, Managing Member

STATE OF OREGON            )  
  ) ss.  
County of Multnomah )

This instrument was acknowledged before my on 6-11, 2020, by Ante Skoro,  
Managing Member of Clearwater Homes, LLC.



[Signature]  
Notary Public for Oregon  
My Commission expires: 1-2-24

GRANTOR 3G:

3G CORP, an Oregon corporation

By: [Signature]  
Dean Hurford, Secretary

STATE OF OREGON            )  
  ) ss.  
County of Multnomah        )

This instrument was acknowledged before me on 6-11, 2020, by Dean Hurford, Secretary of 3G Corp.



[Signature]  
Notary Public for Oregon  
My Commission expires: 1-2-24



## EXHIBIT A

### Legal Description for 20-Foot Public Water Easement

Being in a portion of the Southeast One Quarter Section 26 Township 1 North, Range 3 East of the Willamette Meridian, City of Troutdale, Multnomah County Oregon, more particularly described as follows:

**Commencing** at the Southwest corner of Lot 1 of Sedona Park as recorded in Plat Book 1230, Page 34, Multnomah County auditor's records:

Thence North 01°34'11" East along the West line of said Sedona Park for a distance of 110.00 feet to the **Point of Beginning**;

Thence continuing North 01°34'11" East for a distance of 169.79 feet;

Thence leaving said West line North 88°41'40" West for a distance of 109.46 feet;

Thence along a 58.00 foot radius curve to the left, through a central angle of 23°55'42" for an arc distance of 24.22 feet, a chord of which bears South 32°25'09" East 24.05 feet;

Thence South 88°41'40" East for a distance of 69.18 feet:

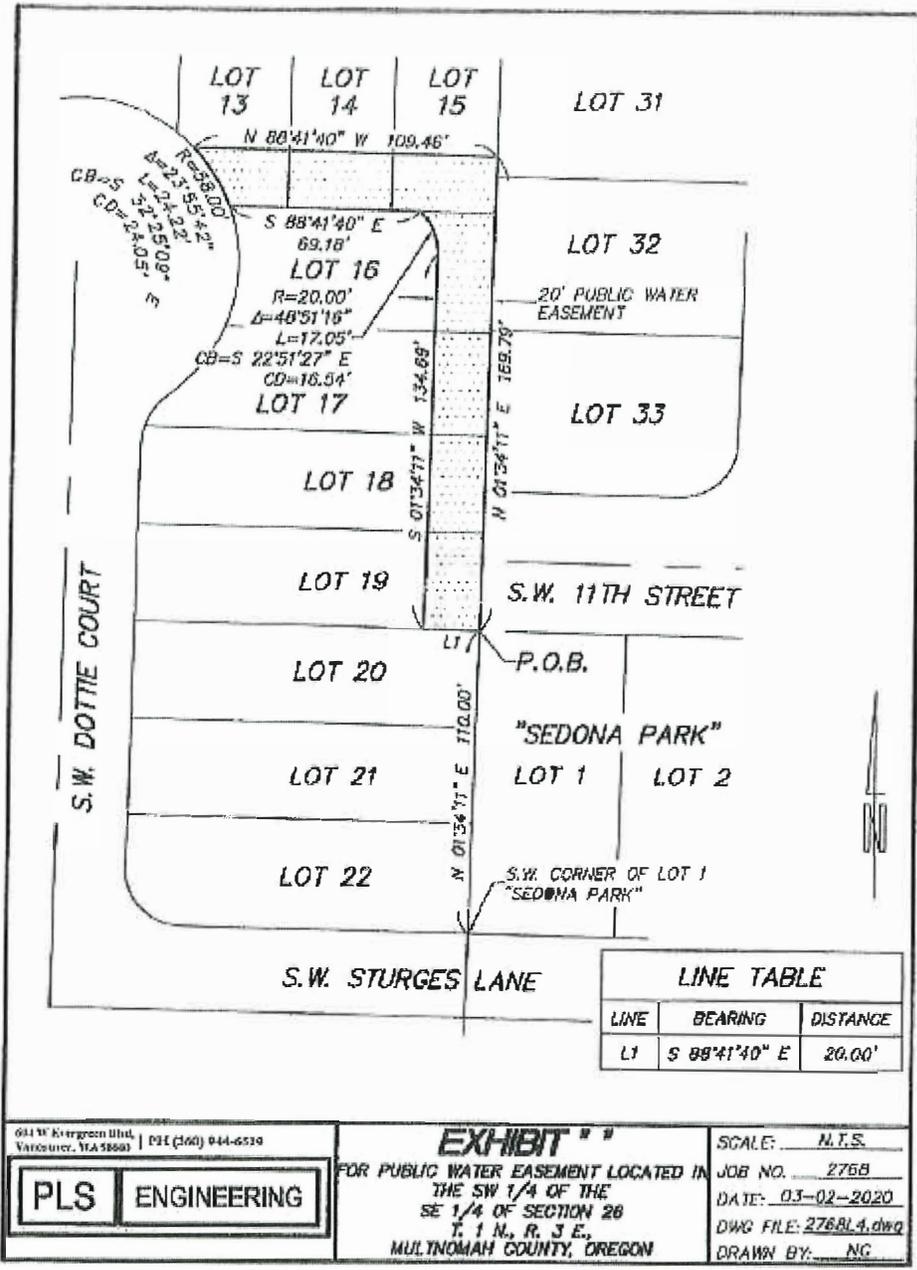
Thence along a 20.00 foot radius curve to the left, through a central angle of 48°51'16" for an arc distance of 17.05 feet, a chord of which bears South 22°51'27" East 16.54 feet;

Thence South 01°34'11" West for a distance of 134.69 feet;

Thence South 88°41'40" East for a distance of 20.00 feet to the **Point of Beginning**;

Containing 5,062 more or less square feet

Subject to and together with public roads and easements or restrictions of record.



## Agenda Item #3.4 6/23/20 Council Meeting



Serving Multnomah County and the Cities of  
Fairview, Gresham, Portland, Troutdale and Wood Village

June 2, 2020

Sarah Skroch  
City Recorder  
City of Troutdale  
219 E. Historic Columbia River Hwy  
Troutdale, OR 97060-2078

Dear Sarah:

The Mt. Hood Cable Regulatory Commission (MHCRC) submits the *Recommended MHCRC Fund Budget for Fiscal Year 2020-21* for Council consideration at its meeting on June 23, 2020.

MHCRC staff will attend the meeting to answer any questions the Council may have.

Should you need additional information prior to the meeting, please contact me.

Regards,

Julie S. Omelchuck  
MHCRC Program Manager  
Julie.Omelchuck@portlandoregon.gov  
503-823-4188



# MT. HOOD CABLE REGULATORY COMMISSION

Serving Multnomah County and the Cities of Fairview, Gresham, Portland, Troutdale and Wood Village

## PROPOSED MHCRC FUND BUDGET FISCAL YEAR 2020-21 May 18, 2020

### Members

Leif Hansen, Chair  
Jeff Dennerline  
Scott Harden  
Jacquenette McIntire  
Kory Murphy  
Rich Roche  
Carol Studenmund  
Norman Thomas

### Staff

Elisabeth H. Perez, Staff Director  
Julie S. Omelchuck, Program Manager  
503-823-5385  
[www.mhcrc.org](http://www.mhcrc.org)

## INTRODUCTION

The Mt. Hood Cable Regulatory Commission (MHCRC) was created by Multnomah County and the cities of Fairview, Gresham, Portland, Troutdale and Wood Village for the purposes of:

- **Advocating for and protecting the public interest in the regulation and development of cable communication systems;**
- **Providing consumer protection and cable subscribers' complaint resolution; and,**
- **Facilitating the planning and implementation of community uses of cable communication technologies.**

Each Jurisdiction appoints citizen representatives to the MHCRC. Over the past year, these appointees, with staff support, have committed hundreds of hours to deeply understand the issues and local impacts of an ever-evolving technology, regulatory and business model landscape. They attended numerous MHCRC meetings, committee meetings and work sessions, kept abreast of issues of concern to their Jurisdictions, presented information at city council and county commission meetings, and served as ex officio Board members for Open Signal and MetroEast Community Media (MetroEast), all in service to the Jurisdictions and their communities.

The MHCRC regulates and oversees cable service franchises with three companies, serving the following areas:

Comcast: Portland, Gresham, Troutdale, Fairview, Wood Village and Multnomah County  
Frontier (Zipty Fiber): Gresham, Troutdale, Fairview and Wood Village  
CenturyLink: Portland

The MHCRC contracts for staff and other support services through a services agreement with the City of Portland. The MHCRC funds an equivalent of 4.4 full-time (FTE) staff positions plus related materials, services, financial and administrative costs. Each member Jurisdiction annually contributes to the MHCRC's operating budget. The Jurisdictions' fund about half the operating budget and other MHCRC resources fund the remaining portion.

The MHCRC focuses on community needs as it navigates today's legal and public policy landscape to steward existing public benefits, while also exploring possibilities and opportunities in our quickly changing technology environment to help ensure a sound and vital digital future for all our communities.

Please refer to the MHCRC's FY 2019-20 Annual Report and website ([www.mhcrc.org](http://www.mhcrc.org)) for more detail about MHCRC activities and accomplishments.

# MHCRC FY 2020-21 FUND BUDGET

## **BUDGET PROCESS**

According to the Intergovernmental Agreement (IGA) among the Jurisdictions that created the MHCRC, the MHCRC must gain approval of its Fund Budget by every member Jurisdiction. The MHCRC Finance Committee developed a detailed FY 2020-21 budget in consultation with MHCRC staff. On May 18, 2020, the MHCRC approved the proposed budget to forward to the Jurisdictions for consideration. The MHCRC provides the proposed Fund Budget to city and County staff in advance of the city councils' and the County Commission's consideration of the budget.

## **BUDGET OVERVIEW**

The MHCRC FY 2020-21 Fund Budget is presented on page 6.

Nearly all the MHCRC's resources are funds collected from the cable companies and the expenditures are the disbursement of those funds to the member Jurisdictions, the community media providers (MetroEast and Open Signal), and the Community Grants recipients. These disbursements are governed by the IGA and by the cable services franchise agreements.

### **Fund Resources**

The amount of MHCRC resources from year to year largely depends on franchise fee and PEG/I-Net fee payments from cable companies for their private use of public right-of-way to provide cable TV services. Cable company payments are based on a percentage of the company's gross revenues derived from cable TV services. The FY 2020-21 Fund resources are projected based on cable company actual payments through 2nd Quarter FY 2019-20. However, the impact on cable companies' revenues from cable TV services due to the COVID-19 pandemic is not yet known. The MHCRC will closely monitor payment amounts and will inform the Jurisdictions of any significant changes to budget projections.

Fund resources also include a beginning fund balance and projected amounts for programs underspent in FY 2019-20. Detail on each Fund resource follows:

Franchise Fees: The MHCRC collects all cable services franchise fees for Gresham, Troutdale, Fairview, Wood Village and Multnomah County from Comcast and Frontier cable franchises. The MHCRC uses historical trend data and actual payments through 3<sup>rd</sup> Quarter FY19-20 to project franchise fees. Trend data shows a year-over-year decrease in fees in the last few years.

Operating Budget Appropriation - Portland: The MHCRC collects funds from the City of Portland for its share of the MHCRC's operating budget. The other MHCRC Jurisdictions' appropriations are allocated from the cable services franchise fees collected by the MHCRC (detail contained in Appendix 1, page 8).

Due to FY 2020-21 budget challenges faced by the member Jurisdictions due to the COVID-19 pandemic, the MHCRC has reduced the Jurisdictions' amount for the operating budget by nearly 10% from current service level, which includes MHCRC-related employees taking furlough days and receiving no merit or cost-of-living increases in FY20-21. The MHCRC

has opted to increase its use of interest revenue to supplement the operating budget and fund certain one-time projects in FY20-21, including Comcast franchise renewal negotiations, a financial review of the MHCRC Fund, and a strategic planning process with the Jurisdictions to guide possible changes to the IGA and the MHCRC after FY21-22. More detail on the MHCRC Operating Budget is contained in Appendix 1, page 9.

Interest Earned: The MHCRC collects interest on its Fund. Interest revenue is projected to decrease, due to the recent sharp decline in interest rates, compared to the forecasted amount for FY 2019-20.

PEG/I-Net Capital Fee: All franchised cable companies pay 3% of their gross revenues related to video services to the MHCRC as dedicated funding for capital costs of providing community media and technology services to the community (see specific disbursements under Fund Expenditures below). A small portion (10%) also funds MHCRC's compliance program costs to administer, oversee, and disburse the capital funds.

Beginning Fund Balance: The beginning balance is a combination of funds attributable to various resources not expended in FY 2019-20, which the MHCRC plans to expend or retain as contingencies in FY 2020-21.

## **Fund Expenditures**

Nearly all of the MHCRC's expenditures are the disbursement of franchise fees and PEG/I-Net Capital Fees governed by the IGA and by the cable services franchises.

Franchise Fee Balance to the Jurisdictions: This line item expenditure is calculated based on the total amount of franchise fees the MHCRC collects and subtracting the amount each Jurisdiction appropriates to the MHCRC Operating Budget and the amount of community media payments to MetroEast and Open Signal in accordance with the IGA (detail contained in Appendix 1, page 8).

Community Media Payments: In accordance with the IGA, the MHCRC distributes 60% of the East County Jurisdictions' franchise fees to MetroEast and 60% of West Multnomah County franchise fees to Open Signal. These dedicated funds are used to provide media and technology services to the community (detail contained in Appendix 2, page 11).

MHCRC Operating Budget: This expenditure represents the total MHCRC operating budget (resources and line item detail contained in Appendix 1, page 9).

Community Media Capital: The MHCRC distributes a portion of the PEG/I-Net Capital fee from the cable companies to support the capital needs of MetroEast Community Media and Open Signal. These payments are made in accordance with the IGA and the cable services franchise agreements (detail contained in Appendix 2, page 11).

I-Net Grants: In previous years, the MHCRC provided grants from the PEG/I-Net Capital fee for use of the Institutional Network (I-Net) by schools, libraries, and local governments to support their broadband network connectivity needs. The MHCRC reimbursed these public agencies and Comcast for capital costs related to I-Net connections, equipment, network infrastructure and electronics upgrades. However, the MHCRC suspended those in 2019 due

to a Federal Communications Commission (FCC) rule change. The MHCRC is a party to a legal challenge of the FCC rule but it has not yet been decided.

Community Technology Grants and TechSmart Initiative Grants: The MHCRC is the grant-making body for the Community Grants program. The Community Grants program has two funding opportunities: Community Technology Grants and the TechSmart Initiative for Student Success. Grants are funded through the PEG/I-Net Capital fee revenues from the cable companies and are made in accordance with the IGA and the cable services franchise agreements.

The Community Technology Grants provides funding, through an annual, competitive grant process, to nonprofits, libraries, and local governments to use technology resources to further their missions and services. Nearly 75% of current grants focus on supporting traditionally underserved, ethnically diverse, and special needs populations – such as communities of color, immigrants and refugees, low-income people, girls and women, youth, English language learners - in order to bridge the digital divide.

The TechSmart Initiative is an eight-year, \$16 million funding partnership with six school districts in Multnomah County to provide grants and evaluation resources for districts to identify effective classroom instruction that uses technology to foster improved outcomes for all students. Initiative grant projects with the districts will wrap up in school year 2021-22 and the final impact report is planned for publication by December 2022.

Community Grants Contingency: The MHCRC annually budgets funds for community grants as a contingency to cover unanticipated community needs and opportunities.

**MHCRC FUND BUDGET  
FISCAL YEAR 2020-21**

	<b>2017-18</b>	<b>2018-19</b>	<b>2019-20</b>	<b>2020-21</b>
	<b>Actual</b>	<b>Actual</b>	<b>Adopted</b>	<b>Proposed</b>
<b>RESOURCES</b>				
E. County Franch. Fees, Comcast	1,390,189	1,336,912	1,250,329	1,266,277
E. County Franch. Fees Mult West, Comcast	109,078	106,701	102,428	99,275
E. County Franch. Fees, Frontier	224,846	226,288	228,441	157,411
Operating Budget Appropriation-Portland	281,036	304,998	314,826	294,418
Interest Earned	184,274	291,297	238,842	150,000
PEG / I-Net Capital Fee	5,196,878	4,791,334	4,269,431	3,282,585
<b>Total Resources</b>	<b>7,386,301</b>	<b>7,057,530</b>	<b>6,404,297</b>	<b>5,249,966</b>
Beginning Fund Balance	6,663,998	7,266,195	3,232,096	3,129,131
Unspent FY19 Comm Technology Grants	0	0	800,000	297,488
Unspent FY19 TechSmart Initiative Grants	0	0	3,440,426	6,913,886
Unspent FY19 Comm Grants Contingency	0	0	800,000	0
<b>Total</b>	<b>\$14,050,299</b>	<b>\$14,323,725</b>	<b>\$14,676,819</b>	<b>\$15,590,471</b>
<b>EXPENDITURES</b>				
MHCRC Operating Budget	857,792	656,303	1,116,781	1,254,868
Franchise Fee Balance to Jurisdictions	530,356	503,730	462,973	450,652
Community Media Pmt, E. County (MetroEast)	969,020	937,920	888,698	855,967
Community Media Pmt, Mult. West (Open Signal)	65,446	64,021	60,022	57,812
Community Media Capital (MetroEast/OS)	1,726,301	1,469,042	1,504,299	2,083,120
I-Net Grants	189,884	568,179	960,000	0
Community Technology Grants	110,459	0	1,600,000	1,197,488
TechSmart Initiative Grants	2,334,845	0	5,298,617	6,913,886
Community Grants Contingency	0	0	800,000	800,000
<b>Total Expenditures</b>	<b>\$6,784,103</b>	<b>\$4,199,195</b>	<b>\$12,691,390</b>	<b>\$13,613,793</b>
Net Change in Fund Balance	7,266,195	10,124,530	1,985,430	1,976,678
<b>Total</b>	<b>\$14,050,299</b>	<b>\$14,323,725</b>	<b>\$14,676,819</b>	<b>\$15,590,471</b>

## **APPENDIX ONE**

**FRANCHISE FEE REVENUE AND DISBURSEMENT DETAIL**

**MHCRC OPERATING BUDGET-LINE ITEM DETAIL**

**JURISDICTIONAL APPROPRIATIONS BY JURISDICTION**

**FRANCHISE FEE REVENUES AND DISBURSEMENTS**

**FY20-21 Estimate**

Jurisdictions	Franchise Fee Revenues	MetroEast Appropriation	Open Signal Appropriation	MHCRC Budget Appropriation	Payments to Jurisdictions
<b>Portland*</b>	<b>\$5,343,986</b>		<b>\$936,857</b>	<b>\$294,418</b>	
MULTNOMAH CO., EAST	69,920	41,952		14,046	13,922
MULTNOMAH CO., WEST	96,353	N/A	57,812	N/A	38,541
GRESHAM	1,055,311	633,187		113,652	308,472
TROUTDALE	172,042	103,225		17,486	51,331
FAIRVIEW	101,278	60,767		10,162	30,349
WOOD VILLAGE	28,060	16,836		3,202	8,022
<b>Total, East County</b>	<b>\$1,522,964</b>	<b>\$855,967</b>	<b>\$57,812</b>	<b>\$158,548</b>	<b>\$450,637</b>
<b>Grand Total</b>	<b>\$6,866,950</b>	<b>\$855,967</b>	<b>\$994,669</b>	<b>\$452,966</b>	<b>\$450,652</b>

\*Information purposes only: MHCRC does not collect franchise fee revenues for or disburse Open Signal operational funds from the City of Portland.

**EMENTS to EAST COUNTY JURISDICTIONS - Prior Years:**

Jurisdictions	FY 2016-17 Actual	FY 2017-18 Actual	FY 2018-19 Actual	FY 2019-20 Adopted	FY 2020-21 Proposed
MULTNOMAH CO., EAST	19,120	17,900	16,382	15,866	13,922
MULTNOMAH CO., WEST	45,848	43,632	42,098	40,014	38,541
GRESHAM	388,290	363,362	337,012	314,158	308,472
TROUTDALE	61,738	60,401	55,899	52,546	51,331
FAIRVIEW	37,435	35,620	33,667	32,279	30,349
WOOD VILLAGE	9,846	9,441	8,502	8,110	8,022
<b>TOTAL</b>	<b>\$562,277</b>	<b>\$530,356</b>	<b>\$493,560</b>	<b>\$462,973</b>	<b>\$450,637</b>

**MHCRC FY20-21 OPERATING BUDGET - Line Item Detail**

Title	FY 2017-18 Actual	FY 2018-19 Actual	FY 2019-20 Adopted	FY20-21 Proposed
Personnel - MHCRC Admin	497,774	339,589	580,553	629,633
Indirect Personnel - Bureau Support	34,540	10,870	0	0
<b>Personnel Services</b>	<b>\$532,314</b>	<b>\$350,459</b>	<b>\$580,553</b>	<b>\$629,633</b>
External Fund Audit	13,150	10,060	15,000	15,000
Professional Services	96,074	166,975	284,000	362,000
Miscellaneous Services	4,755	2,563	9,000	9,000
Office Supplies	1,832	2,123	1,000	400
Operating Supplies	1,546	0	400	400
Education	11,462	8,394	15,775	14,775
Local Travel	555	0	600	600
Out-of-Town Travel	4,744	2,743	10,400	10,400
Rent Columbia Square	37,677	41,744	38,076	0
Miscellaneous	882	1,440	800	800
<b>External Materials &amp; Services</b>	<b>\$172,677</b>	<b>\$236,042</b>	<b>\$375,051</b>	<b>\$413,375</b>
Fleet Services	0	0	120	0
Print/Distribution	8,365	3,918	4,012	2,799
Facilities Services	287	310	313	45,359
EBS Services	13,223	8,548	0	0
Information Technology (IT)	22,685	21,022	17,642	15,614
Insurance/Workers Comp	7,406	6,876	7,000	5,673
Technical Accounting IA	6,350	5,575	9,000	9,000
Mgmt Services (Bus Ops) IA	25,000	8,333	21,590	0
Other	878	15,220	0	0
<b>Internal Services</b>	<b>84,194</b>	<b>69,802</b>	<b>59,677</b>	<b>78,445</b>
GF Overhead (charged direct to fund)	0	0	0	25,000
Contingency - General	0	0	101,500	108,415
Encumbrance Carryover	38,085	0	0	0
<b>Fund Level Expenditures</b>	<b>\$ 38,085</b>	<b>\$ -</b>	<b>\$ 101,500</b>	<b>\$ 133,415</b>
<b>Total</b>	<b>\$ 827,270</b>	<b>\$ 656,303</b>	<b>\$ 1,116,781</b>	<b>\$ 1,254,868</b>
Admin Expenses	425,962	330,971	586,548	727,881
Compliance Expenses	431,830	325,332	530,232	526,988
Appropriation from Jurisdictions	455,118	469,228	484,348	452,951
Year-end Balance - Carry over	2,500	12,409	80,000	127,322
Appropriation from Fund Compliance	519,688	325,332	530,232	526,988
<b>Fund Level Appropriations</b>	<b>\$ 977,306</b>	<b>\$ 806,969</b>	<b>\$ 1,094,580</b>	<b>\$ 1,107,261</b>
Interest Revenue Allocation	\$ -		\$ 22,201	\$ 147,608
<b>Year-End Operations Balance</b>	<b>\$ 31,656</b>	<b>\$ 175,666</b>	<b>\$ -</b>	<b>\$ -</b>

**JURISDICTIONAL APPROPRIATION - PERCENTAGE BY JURISDICTION**

**MHCRC OPERATING BUDGET**

**FY 2020-21**

City of Portland Appropriation	\$294,418	65.0%
East County Appropriations	\$158,533	35.0%
<b>Operating Budget Total:</b>	<b>\$452,951</b>	

JURISDICTION			FY 2020-21 Proposed	FY 2020-21 % Allocation
Portland			\$294,418	65.0%
	Subscriber Distribution			
<u>East County</u>	<u>No. Of Subs</u>	<u>Perc. Distr.</u>		
Gresham	19,422	71.69%	\$113,652	25.1%
Multnomah Co.	2,399	8.86%	\$14,046	3.1%
Troutdale	2,988	11.03%	\$17,486	3.9%
Fairview	1,737	6.41%	\$10,162	2.2%
Wood Village	546	2.02%	\$3,202	0.7%
East County Total	27,092	100.02%	\$158,548	35.0%
Total			\$452,966	100.0%

**Budget Allocation Comparison**

JURISDICTION	FY 2018-19 Actual	FY 2019-20 Proposed	FY 2020-21 Proposed
Portland	\$304,998	\$314,826	\$294,418
<u>East County</u>			
Gresham	\$119,444	\$124,107	\$113,652
Multnomah Co.	\$13,434	\$13,172	\$14,046
Troutdale	\$17,934	\$18,902	\$17,486
Fairview	\$9,936	\$9,781	\$10,162
Wood Village	\$3,482	\$3,543	\$3,202
East County Total	164,230	169,505	158,548
Total	469,228	484,331	452,966

## APPENDIX TWO

### COMMUNITY MEDIA DISBURSEMENT DETAIL (MetroEast and Open Signal)

The MHCRC administers two grant agreements with the community media organizations that serve the MHCRC-member Jurisdictions. MetroEast Community Media (MetroEast) serves the cities and communities of Gresham, Troutdale, Fairview and Wood Village and east Multnomah County areas. Open Signal serves the City of Portland and the west Multnomah County areas.

The community media organizations receive funding for both operations and capital expenditures. Most of Open Signal's operational resources come from a grant agreement between Open Signal and the City of Portland and are, therefore, not included in the MHCRC's Fund Budget (the amount is included below for informational purposes). MetroEast receives operational resources, in accordance with the IGA that created the MHCRC, based on 60 percent of the cable franchise fees for the east Multnomah County area. Open Signal also receives an amount in accordance with the IGA for the west Multnomah County area. Both organizations receive capital funds from the MHCRC Fund Budget, derived from PEG/I-Net Capital fee.

Both MetroEast and Open Signal are nonprofit organizations with governing Boards of Directors. These Boards annually develop and adopt detailed budgets and have fiduciary responsibility for the organizations. The MHCRC conducts oversight and compliance with the grant agreements to ensure funds are expended in accordance with requirement of the agreements.

#### **SUMMARY OF COMMUNITY MEDIA DISBURSEMENTS**

##### **MetroEast Community Media:**

Operations Funding: East County Franchise Fees	\$ 855,967
Capital Funding: MHCRC	<u>\$ 833,248</u>
Total	\$ 1,689,215

##### **Open Signal:**

Operations Funding: Portland General Fund	\$ 936,857
Operations Funding: West County Franchise Fees	\$ 57,812
Capital Funding: MHCRC	<u>\$ 1,249,872</u>
Total	\$ 2,244,541

MT. HOOD CABLE REGULATORY COMMISSION

Annual Report  
2019-20



CITY OF PORTLAND  
CITY OF FAIRVIEW  
CITY OF GRESHAM  
CITY OF TROUTDALE  
CITY OF WOOD VILLAGE  
MULTNOMAH COUNTY

## Who we are

In March 2020, our communities began experiencing a shift that happens when something ceases to be optional and becomes essential. The COVID-19 crisis has not only forced us to realize the extent of our dependency on communications technology systems, but also that these systems are largely shaped by the motivations and design-decisions of the companies that own, make, and provide our digital tools and infrastructure. These systems are also shaped by governmental policies that regulate the way digital systems work. In many cases, the local public good and needs of underserved populations are not considered in decision-making by the companies or government. ■ For 26 years, the **MT. HOOD CABLE REGULATORY COMMISSION (MHCRC)** has ensured that the communities in Multnomah County and the cities of Fairview, Gresham, Portland, Troutdale, and Wood Village are fairly compensated for use of the public right-of-way by cable companies. The MHCRC has kept its focus on the public good as it negotiates and manages cable franchises and the community benefits that support schools, public libraries, public agencies, nonprofits, and diverse residents throughout Multnomah County. ■ The eight community members, appointed by the MHCRC-member jurisdictions and supported by professional staff, commit hundreds of hours annually to deeply understand complex issues in an ever-evolving technology landscape. Although this evolution is disruptive in some respects, many community needs remain unchanged – Needs for local authority over right-of-way and compensation; a consumer watchdog; platforms for community voices and local media; affordable broadband networks and tools; and local solutions for addressing digital equity issues. ■ The MHCRC continues to steward existing community benefits, while championing policy for the public good to explore opportunities on behalf of the cities, County and communities it serves.

**CURRENT COMMISSION MEMBERS**

- Leif Hansen  
*Commission Chair*
- Carol Studenmund
- Jeff Dennerline
- Norman Thomas
- Jacquenette McIntire
- Scott Harden
- Kory Murphy
- Richard Roche

**ALSO SERVED DURING THE REPORTING PERIOD**

- Rich Goheen
- Mike Bennett
- Sue Dicile

**STAFF**

- Elisabeth Perez  
*Staff Director*
- Julie S. Ormelchuck  
*Program Manager*
- Rebecca Gibbons  
*Program Coordinator*
- Bea Coulter  
*Program Coordinator*
- Rana DeBey  
*Grants Manager*
- Cynthia Diaz Calvo  
*Administrative Specialist*

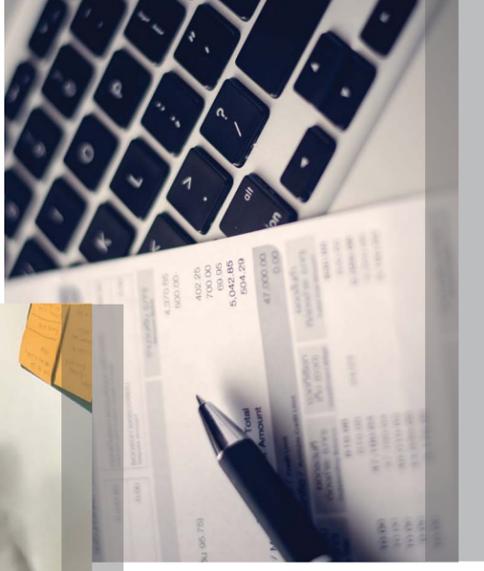


## What We Do

- Advocate for and protect local authority and public benefits in the regulation of cable communications systems.
- Ensure communities are compensated for cable companies' use of the public right-of-way.
- Help resolve cable subscriber complaints and provide consumer protection.
- Provide technology grants and broadband connectivity for community institutions and nonprofits.
- Ensure a local voice through community media.

**THE MHCRC REGULATES AND NEGOTIATES CABLE FRANCHISES WITH THREE COMPANIES:**

- Ziply Fiber (formerly Frontier)**  
*Franchise expiration 2022*
- Comcast** *Franchise expiration 2021*
- CenturyLink** *Franchise expiration 2021*



By the numbers

**812,855**  
Population of region served by MHCRC

**74%**  
Of grants support underserved communities

**\$8.03 MILLION**  
Collected in franchise fees for MHCRC member jurisdictions





schools, and nonprofits to connect with those in need. The MHCRC worked with Multnomah County school districts to redeploy classroom devices, funded through the MHCRC TechSmart Initiative, to students who didn't have a computer at home. Teachers at TechSmart-funded schools have reported that the technology and training enabled them to transition more easily to online learning as curriculum and instructional practices already integrated digital content and learning strategies.

■ **Consumer Protection** The MHCRC enforces customer service standards and manages regulatory and compliance issues under the cable franchises. The MHCRC negotiated an extension and transfer of franchise from Frontier to Northwest Fiber (now Ziplly Fiber). The MHCRC's due diligence in these processes protected jurisdictional interests and ensured the new company could meet the obligations of the franchise agreement. MHCRC regulatory oversight includes company adherence to customer service standards, advance notification of changes to cable services and rates, and other consumer protection issues. The MHCRC joined public agencies across the nation to challenge proposed changes introduced by the Federal Communications Commission (FCC) that would weaken customer service standards.

■ **Digital Equity** Covid-19 stay-at-home orders illustrated the critical need for broadband and access to communications technology to ensure the safety and economic prosperity of all our residents. The sudden transition to online classrooms, teleworking, and healthcare and the lack of affordable broadband connections and technology provided a stark picture of those have and have nots in our digitally connected society.

The MHCRC has a long history of advancing digital equity through grants and low-cost broadband capacity for public institutions. Participation in the Digital Inclusion Network (DIN) – a consortium of local governments, nonprofits, businesses and others dedicated to reducing digital disparities in Multnomah County – has been beneficial for collaborating with cable companies,

■ **Diverse Local Voices and Content** Local access to multimedia technology, training, and content distribution by traditionally underserved communities has been a long-held value of the MHCRC and its member jurisdictions. The MHCRC ensures cable companies provide the franchise-required obligations that support creation of locally focused media for noncommercial cable channels. The MHCRC also manages grant agreements with Open Signal and MetroEast, community media nonprofits that provide direct services, at low or no cost, for training and technology tools to support residents in creating video content and accessing the internet. In 2019, these organizations provided 126 trainings to 831 Multnomah County residents.

■ **Affordable Broadband for Public Institutions** The MHCRC facilitates partnerships and distributes funds to provide affordable broadband connections for 308 schools, libraries, and public agency sites throughout Multnomah County over the Institutional Network (I-Net). Currently 18 public institutions participate in the I-Net partnership including: the cities of Portland, Gresham and Troutdale, Multnomah County, State of Oregon court system, Metro, Home Forward, Multnomah County Library, Multnomah Educational Service District (including 7 school districts), Portland Public Schools, and Mt. Hood Community College. The MHCRC granted nearly \$560,000 to support network upgrades and connect new sites to the I-Net.

## Protect Local Authority and Compensation

**THE MHCRC LEVERAGES THE COLLECTIVE VOICE OF ITS SIX MEMBER JURISDICTIONS TO CHAMPION AND PROTECT THE PUBLIC INTEREST IN POLICIES AND REGULATIONS GOVERNING THE USE OF THE PUBLIC RIGHT-OF-WAY BY CABLE COMPANIES. THROUGH ACTIVE PARTICIPATION IN PUBLIC POLICY AND ADVOCACY AT THE STATE AND FEDERAL LEVELS, THE MHCRC HAS FOUGHT TO PRESERVE LOCAL AUTHORITY, FAIR COMPENSATION, COMMUNITY BENEFITS, AND CONSUMER PROTECTIONS. THE MHCRC WORKS WITH COALITIONS OF MUNICIPALITIES, COMMUNITY ADVOCATES, AND NONPROFITS TO TAKE ACTION ON ISSUES OF LEGISLATION AND POLICY THAT WILL IMPACT OUR COMMUNITIES. THE MHCRC ALSO FUNDS PARTICIPATION IN LEGAL AND REGULATORY PROCESSES TO ENSURE LOCAL GOVERNMENTS AND COMMUNITY PERSPECTIVES ARE REPRESENTED.**

### Appeal of FCC Cable Order

In 2018, the MHCRC joined a coalition of 35 local governments to fund and file comments opposing a proposed rule, by the Federal Communications Commission (FCC) that could negatively impact local communities to the benefit of cable companies. The rule undermines public benefits negotiated in cable franchise agreements and allows companies to deduct from franchise fees the value of certain benefits, such as community access channels or live video transport of city council meetings. This would result in loss of locally focused, noncommercial media, coverage of government meetings, and training and resources to create local media by residents. The FCC adopted the rule and the Order took effect in September 2019.

The MHCRC has now joined with 47 municipalities across the country to appeal the FCC Order in the 6th Circuit Court of Appeals. Briefs will be submitted through October 2020, and a final decision is expected in 2021.

### Protecting Community Television Act

Shortly after the FCC Cable Order was adopted, Senator Markey (D-MA) introduced legislation seeking to clarify the definition of "franchise fees" in the Cable Act. The Protecting Community Television Act would protect funding and cable channel capacity for local, noncommercial media. Representative Eshoo (D-CA) released companion legislation in the House.

The MHCRC sent letters to Multnomah County Representative Earl Blumenauer and Senators

Ron Wyden and Jeff Merkley to provide background on the FCC policy changes and encourage them to support the legislation. Currently, the bill has 36 cosponsors in the House (including Oregon Representatives Blumenauer and Defazio), and 18 cosponsors in the Senate (including Oregon Senators Wyden and Merkley).

### FCC: Advance Notice to Cable Customers

The MHCRC joined a national coalition in opposition to proposed changes in customer service guidelines that could reduce or eliminate the requirement for cable companies to provide customers with advance notice of changes in services, channel line-ups and rates, and eliminate notifications to the MHCRC making it more difficult to enforce customer service guidelines. The coalition has submitted initial and reply comments to the FCC. The issue is ongoing.

### MHCRC Customer Service Line

The MHCRC enforces customer service guidelines with cable providers operating in MHCRC jurisdictions within Multnomah County. One part of this role involves providing a means for cable customers to contact the MHCRC directly if they are having difficulty resolving an issue with the cable providers' customer service department. If you are having difficulty resolving your issue with the cable provider contact MHCRC staff: 503-823-5385 or email: mhcrinfo@mhcr.org

By the numbers

268

Local classroom teachers supported by TechSmart Initiative grants

\$4.8 MILLION

Collected from cable companies to support grants, I-Net, and Community Media

831

Local residents trained in media and digital literacy

## MHCRC COMMUNITY GRANTS

### Investments to Advance Education and Community-Based Technology

THE MHCRC COMMUNITY GRANTS PROGRAM PROVIDES FUNDS FOR TECHNOLOGY PROJECTS TO COMMUNITY ORGANIZATIONS,

LIBRARIES, SCHOOLS, AND LOCAL PUBLIC AGENCIES THROUGHOUT MULTNOMAH COUNTY. FUNDING OPPORTUNITIES WITHIN THE COMMUNITY GRANTS PROGRAM INCLUDE THE TECHSMART INITIATIVE AND COMMUNITY TECHNOLOGY GRANTS.

THE MHCRC OVERSAW IMPLEMENTATION AND COMPLIANCE FOR 29 GRANT

PROJECTS DURING THE YEAR. FUNDS FOR THE PROGRAM DERIVE FROM THE

CABLE FRANCHISES NEGOTIATED BY THE MHCRC. COMCAST, CENTURYLINK,

AND FRONTIER (ZIPLY FIBER) CONTRIBUTE TO THE COMMUNITY GRANTS FUND.



### Creating Technology Access and Training Opportunities

The Community Technology Grants provide funding, through an annual application process, to nonprofits, libraries, and local governments to use technology resources to further their missions and services.

Seventy-four percent of the grants focus on supporting traditionally underserved, ethnically diverse, and special needs populations to address disparities in access and use of multimedia and digital technology. In 2019, the program granted \$388,586 for seven new community-based projects that will leverage over \$613,000 in matching resources.



### 2019 COMMUNITY TECHNOLOGY GRANTS

#### City of Fairview \$32,540

Through an upgrade of its video and closed-captioning technology for council chambers, the City of Fairview is supporting greater accessibility and broader participation in its decision-making processes.

#### Multnomah County Library – Computer Kiosks \$122,360

New kiosks at the Central Library lobby offer patrons quick self-checkout of computers in multiple languages. The increase in the number of mobile computers also supports people with disabilities to better use the variety of library workspaces designed to meet patrons' differing needs.

#### Junior Achievement of Oregon & SW Washington \$31,286

JA BizTown is a model city where students take on various jobs to explore career opportunities, one of which is the BZTV news station. The grant provides up-to-date video production technology for 4-6th graders to gain real-world experience in multimedia careers.

#### Outside the Frame \$35,000

Outside the Frame, focused on serving LGBTQ youth transitioning out of homelessness, is expanding its filmmaking program through internships, opportunities for equipment check-out, new studio space, and weekly training workshops taught by film industry professionals.



## TechSmart Initiative for Student Success — \$16 MILLION OVER 8 YEARS

THE TECHSMART INITIATIVE FOR STUDENT SUCCESS IS COMING UP ON ITS FINAL TWO SCHOOL YEARS OF STRATEGIC INVESTMENTS IN SIX LOCAL SCHOOL DISTRICTS' EFFORTS TO CLOSE THE ACHIEVEMENT GAP AND MAKE PROGRESS ON ACADEMIC OUTCOMES KEY TO STUDENT SUCCESS. THE MHCRC CREATED THE TECHSMART INITIATIVE IN 2013 AND FUNDED THE FINAL GRANTS THIS YEAR FOR A TOTAL INVESTMENT OF A LITTLE OVER \$16 MILLION.



### Grant Funding School Years

DISTRICT	SY 14-15	SY 15-16	SY 16-17	SY 17-18	SY 18-19	SY 19-20	SY 20-21	SY 21-22
<b>DDSD</b>								
<b>Parkrose</b>								
<b>Reynolds</b>								
<b>PPS</b>								
<b>GBSD</b>								
<b>Centennial</b>								

Initial Grants

Supplemental Grants

### TechSmart Grants Summary\*

DISTRICT	FUNDED	GRADE	FOCUS AREA
<b>David Douglas</b>	2014	K-3	Kindergarten Readiness, Reading
	2018	4-6	Math
<b>Parkrose</b>	2014	9-12	9th Grade Credit Attainment High School Graduation
<b>Reynolds</b>	2015	7-9	8th Grade Math 9th Grade Credit Attainment
	2018	9-12	9th Grade Credit Attainment High School Graduation
<b>Portland Public</b>	2015	K-3	Reading
	2019	K-3	Reading
<b>Gresham-Barlow</b>	2016	K-3	Reading
	2019	6-8	Math
<b>Centennial</b>	2018	7-9	Math & Science 9th Grade Credit Attainment

\*All TechSmart Grants also focus on English Language Learners annual progress



# Your Voice, Our Communications Technology Study Underway

**THE YOUR VOICE, OUR COMMUNICATIONS TECHNOLOGY INITIATIVE CONDUCTS AN IN-DEPTH STUDY EVERY 10 YEARS IN THE COMMUNITIES OF FAIRVIEW, GRESHAM, PORTLAND, TROUTDALE, WOOD VILLAGE AND MULTNOMAH COUNTY. THE STUDY GATHERS LOCAL DATA ON COMMUNICATIONS TECHNOLOGY AND SERVICES AND IDENTIFIES FUTURE NEEDS AND INTERESTS OF OUR COMMUNITIES. THROUGH SURVEYS, FOCUS GROUP DISCUSSIONS, WORKSHOPS, AND INTERVIEWS, THE MHCR ENGAGED DIVERSE COMMUNITY MEMBERS TO SHARE THEIR PERSPECTIVES AND EXPERIENCES. THE STUDY'S FINDINGS AND COMMUNITY INPUT WILL INFORM LOCAL RESOURCE AND FUNDING DECISIONS TO ENSURE EVERYONE BENEFITS FROM THE OPPORTUNITIES, SECURITY, AND PROSPERITY THAT RESULT FROM BEING CONNECTED.**

## Gathering Community Voices

The MHCR concluded the "Gathering Community Voices" phase of the *Your Voice* study in April 2020, including local data collection. The methods universally included strategies to support participation by people of color, people living with disabilities, and seniors.

Over 1,500 individuals throughout Multnomah County participated in surveys or in-person discussions. The study also incorporates input from 450 businesses who responded to a survey for Multnomah County's 2020 broadband feasibility study. The study combines this local data with other national and regional studies to help us better identify current and future issues, needs, and barriers to participating in our digitally connected society. Although some analysis has been completed yielding preliminary findings, the comprehensive report and findings will be presented to the community starting in July 2020.

The *Your Voice* study delved into our communities' uses of and access to communications technology and services, and the

Primary uses of the study results include:

- Identifying key community benefits for inclusion in cable franchise agreements.
- Informing Phase II of the *Digital Equity Action Plan* (DEAP), a collaboration among the City of Portland, Multnomah County, Multnomah County Library, and the participants of the county-wide Digital Inclusion Network (DIN).
- Updating cities' and county strategic plans and public policies for addressing the digital divide and broadband availability.

- Developing responsive community media and digital inclusion services provided by the community media service providers: Open Signal in Portland and MetroEast Community Media in Gresham.

## Where to Find the Study

The study is anticipated to be released in July 2020 followed by public presentations of key findings at MHCR member-jurisdictions' city council and County Commission meetings. Findings will also be available through the MHCR website: [www.mhcr.org](http://www.mhcr.org).

## COMMUNITY TECHNOLOGY NEEDS STUDY

### Preliminary Highlights

Nearly all the data collection for the study was completed prior to the stay-at-home and other safety measures due to COVID-19 being in place. The data provides a unique snapshot in time before almost every aspect of our lives quickly changed. The overall study findings have yet to be finalized. The following are a few preliminary highlights from our community's participation in various data collection activities:

- Currently available government-subsidized phones and service do not support basic phone calling and internet needs. (community engagement report)
- Forty-six percent (46%) of residents said they were aware of the local community access channels provided over the cable channels and two-thirds of those watch the local programming. (telephone survey)
- People of color were more aware of local community programming, watch it more often, and place a higher level of importance on it than respondents overall. (online survey)
- Trusted entities to educate and train about communications technology include public libraries, nonprofits that work with specific communities, and known community members. (community engagement report)
- Privacy continues to be an important issue for people: "Protections against sharing or sale of personal information" tested at a 95% importance level and "no monitoring of service without authorization" at a 94% level. (telephone survey)

- Roughly one in five households have no broadband internet in the home (18%). (telephone survey)
- Fifteen percent (15%) of residents with broadband internet in the home indicated that the amount they pay for service causes them to sometimes delay or avoid other important bills or purchases, including food/groceries (49%), utilities (21%), clothing (19%), and gas (7%). Persons of color and people living with a disability are more likely to experience this hardship than overall respondents. (online survey)
- People living with a disability and persons of color find it more essential than general respondents that local government work to ensure that all persons have affordable access to the internet at home and have a choice of more than one internet service provider. (online survey)

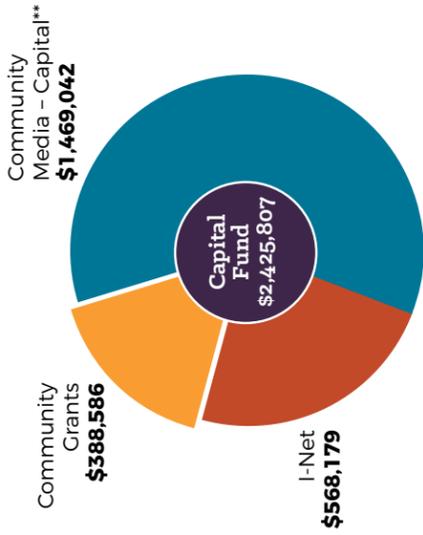


## FINANCIAL STEWARDSHIP

### FY 18-19 MHCRC Operating Budget\*

(Franchise Administrative / Capital Compliance Combined)

### FUNDING SUPPORT FOR COMMUNITY MEDIA AND GRANTS



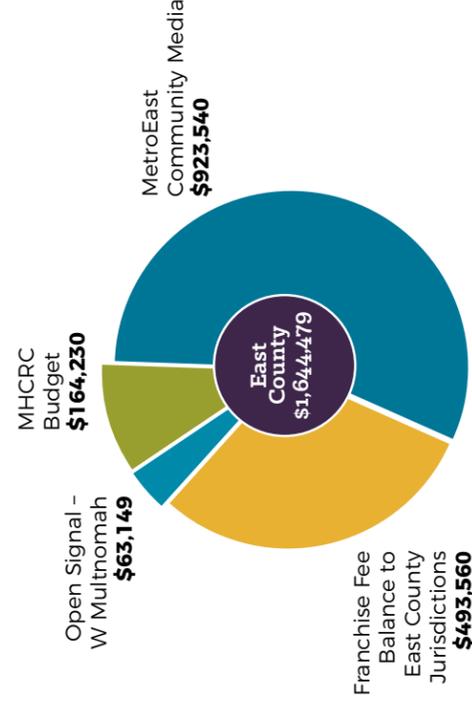
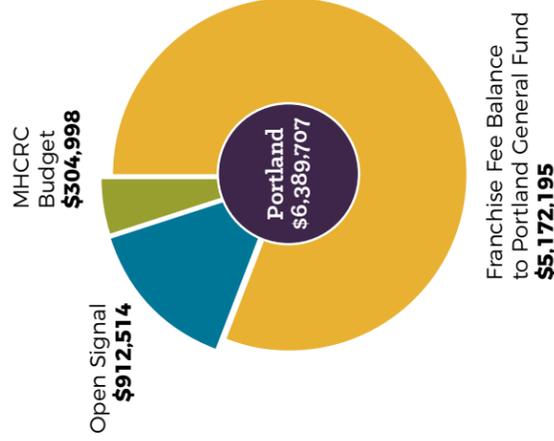
\*\* Includes Open Signal and MetroEast Community Media

Revenues	Budget	Actual
City of Portland Appropriation	\$ 304,998	\$ 304,998
East County Appropriations	164,230	164,230
FY 2016-17 Year End Balance	12,409	12,409
Interest Revenue Allocation	95,744	0
Capital Compliance Allocation	527,665	481,091
<b>Total Revenues</b>	<b>\$ 1,105,046</b>	<b>\$ 962,728</b>

Expenditures	Budget	Actual
Personnel Services	\$ 524,953	\$ 339,589
Revenue Division - Fiscal Support	37,958	10,870
MHCRC Fund Audit	15,000	10,060
External Materials and Services	315,441	225,982
Internal Services	96,694	69,802
General Fund Overhead	25,000	0
Contingency	90,000	0
Encumbrance carryover	0	80,000
<b>Total Expenditures</b>	<b>\$ 1,105,046</b>	<b>\$ 736,303</b>
Year-end Balance	\$ 0	\$ 226,425

\*Un-audited budget report. For the MHCRC Fund audited financial statements, visit the MHCRC website: <http://www.mhcr.org/wp-content/uploads/2020/05/FY18-19-MHCRC-financial-statements-and-audit-docs.pdf>

### CABLE FRANCHISE FEE DISBURSEMENTS



### Efficient Operations

About 6% of total cable franchise fee revenue collected was spent for MHCRC franchise administration and regulatory services. In addition, the MHCRC limits its capital compliance program budget to 10% of the capital fund revenues to administer community grants, the I-Net, and the two community media centers' contracts. The MHCRC funded an equivalent of four staff positions plus related materials, services, financial and administrative costs through its service contract with the City of Portland Office for Community Technology. About half the MHCRC's operations funding was provided by the member jurisdictions and half was funded by other MHCRC resources.

### Clean Audit for MHCRC Fund

The FY18-19 audit results produced no adjustments, indicating that funds were properly accounted for.

Moss Adams, the MHCRC's auditor, found that the MHCRC's FY18-19 financial statements presented fairly, in all material respects, the respective financial position of the MHCRC's fund. The MHCRC filed its annual audit with the Oregon Secretary of State on time.

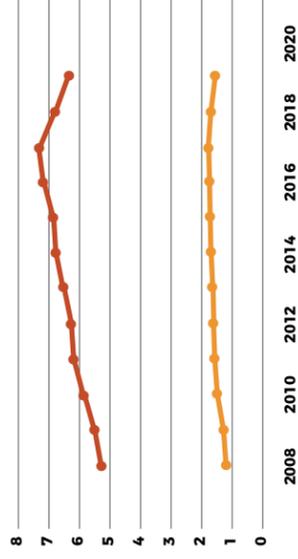
### Franchise Revenues Decline

Due to cable franchise fees being paid by the companies based on their gross revenues derived from cable TV services, all jurisdictions experienced a decline in franchise fee revenue in FY18-19. Portland saw a decrease of nearly 8%, while the East County jurisdictions' revenues decreased 4.7% from the previous fiscal year. Portland's sharper decline may be due to CenturyLink announcing in mid-2018 it would no longer market its cable TV product and the company continued to lose cable subscribers in this past year. The MHCRC reported on the anticipated decline in its prior annual reports.

The first part of FY19-20 has seen this downward trend continue. Cable TV subscribers county-wide have dropped as have franchise fee revenues. As of this report's publication date, the impact on cable TV revenues of COVID-related safety measures is unknown. It seemed as if the "cord-cutting" trend had taken hold, but Comcast in particular has new alliances with streaming services now delivered over the cable system. However, the sudden loss of income for many may impact the ability of households to retain or subscribe to cable TV services.

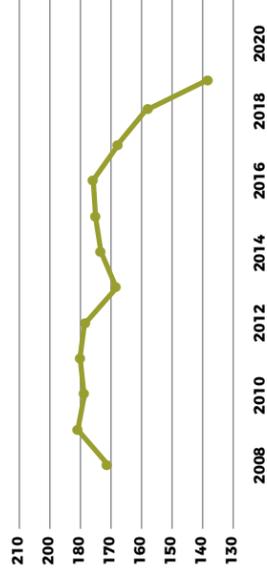
### CABLE FRANCHISE FEES

in millions of dollars



### CABLE TV SUBSCRIBERS

in thousands



By the numbers

**6%**  
Of cable franchise fees spent for MHCRC operation

**\$612,958**  
Leveraged by Community Technology Grants

**10%**  
Of Community Grants funds spent for grant administration



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EMAIL [mhcrinfo@mhcrc.org](mailto:mhcrinfo@mhcrc.org)

WEB [www.mhcrc.org](http://www.mhcrc.org)

Photos courtesy of Open Signal, Portland Community Media Center,  
photographers Sam Gehrke and Tojo Andrianarivo;  
MetroEast Community Media Center, and Esper House

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

Re: Troutdale reappointment to the MHCRC

Dear Ray Young:

Norm Thomas' term on the MHCRC expires June 30, and we are pleased to report that Norm is willing to serve another term. If the Mayor and Council support reappointment, we request that the reappointment be considered prior to his term expiration. The new term would be July 1, 2020, through June 30, 2023.

On behalf of staff and the MHCRC, we hope that the Troutdale City Council will endorse the reappointment. Norm has provided exemplary service to the Commission and has spent many, many volunteer hours overseeing Commission business and representing the City of Troutdale in numerous and various forums. Norm has been a member of the Commission since 1996 and chaired the Commission from 1999 to 2001 and 2006 to 2009. We are delighted that he remains willing to serve.

As always, please feel free to contact me if you have any questions.

Thanks,

Julie Omelchuck  
MHCRC Program Manager

c. Norm Thomas  
Sarah Skroch



# CITY OF TROUTDALE



## STAFF REPORT

**SUBJECT / ISSUE:** An update from the Citizens Advisory Committee regarding their recommendation on Election Reform.

**MEETING TYPE:**  
City Council Regular Mtg.

**STAFF MEMBER:**  
Arini Farrell and CAC Chair Will Knight

**MEETING DATE:**  
June 23, 2020

**DEPARTMENT:**  
Planning

**ACTION REQUIRED:**  
Information / Discussion

**ADVISORY COMMITTEE/COMMISSION RECOMMENDATION:**

**PUBLIC HEARING:**  
No

Denial

**Comments:**

**STAFF RECOMMENDATION:** Staff defers to the CAC recommendation on this matter

**EXHIBITS:** None

**SUBJECT / ISSUE RELATES TO:**

Council Goals

Legislative

Other (describe)

Response to request from City Council to study issue

**ISSUE / COUNCIL DECISION & DISCUSSION POINTS:**

- ◆ Should Troutdale City Council bring top 3 voting to the ballot for voter approval in November 2020
- ◆ Citizen Advisory Committee met and discussed in two separate meetings and recommends that top 3 voting should not be brought to the voters

Reviewed and Approved by City Manager:

**BACKGROUND:**

At the January 28, 2020, Troutdale City Council meeting, the City Council approved a motion for the Citizens Advisory Committee (CAC) to review Top Three voting and provide a recommendation on whether Troutdale voters should be afforded the opportunity to consider this option at the November 2020. The committee reviewed the topic and discussed it at their May 6 and June 3, 2020 meetings. After much deliberation, CAC passed a motion that the City Council not put Top 3 voting into the November 2020 Ballot. The motion passed with 8 to 3.

**PROS & CONS:**

Pros:

- Staff defers to the recommendation of the CAC.

Cons:

- Staff defers to the recommendation of the CAC.

<b>Current Year Budget Impacts:</b> <input type="checkbox"/> Yes ( <i>describe</i> ) <input checked="" type="checkbox"/> N/A
<b>Future Fiscal Impacts:</b> <input type="checkbox"/> Yes ( <i>describe</i> ) <input checked="" type="checkbox"/> N/A
<b>City Attorney Approved:</b> <input type="checkbox"/> Yes <input type="checkbox"/> N/A
<b>Community Involvement Process:</b> <input checked="" type="checkbox"/> Yes ( <i>describe</i> ) <input type="checkbox"/> N/A Two meetings of the Citizens Advisory Committee



# CITY OF TROUTDALE



## STAFF REPORT

**SUBJECT / ISSUE:** Adoption of the Housing Needs Analysis

**MEETING TYPE:**  
City Council Regular Mtg.

**STAFF MEMBER:**  
Chris Damgen, Community Development Director

**MEETING DATE:**  
June 23, 2020

**DEPARTMENT:**  
Planning

**ACTION REQUIRED:**  
Resolution

**ADVISORY COMMITTEE/COMMISSION RECOMMENDATION:**  
Approval

**PUBLIC HEARING:**  
No

**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:** Approval

**EXHIBITS:**

- A. Troutdale Housing Summary
- B. Housing Needs Analysis Report

**SUBJECT / ISSUE RELATES TO:**

- Council Goals
  Legislative
  Other (describe)

Comprehensive Land Use Plan – Goal 10, Housing

**ISSUE / COUNCIL DECISION & DISCUSSION POINTS:**

- ◆ Adopt the Housing Needs Analysis as the first step of an overall update to the Comprehensive Land Use Plan’s Goal 10 standards.
- ◆ Provide direction to Staff to convene Housing Committee to finalize the Housing Strategy recommendations and prepare a text amendment for consideration in the fall.

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. A subsequent presentation to City Council on May 26, 2020 alluded to the need to firm up a housing strategy and prepare for a future text amendment application to Goal 10 of the Comprehensive Land Use Plan. It was directed at that meeting that Staff prepare a resolution adopting just the Housing Needs Analysis to comply with state standards and to finalize the housing strategy for consideration in the fall.

This resolution will fulfill the direction provided at the May 26, 2020 meeting and will be the first of two actions (the second being an ordinance for the Plan amendment) that will fulfill the overall project to update the City's housing policies.

## **PROS:**

- Allows for the City to immediately have a regulatory reference to assist with land use planning decisions
- Provides guidance on advising future development interests on the types of housing that the City has excesses or deficiencies in, allowing for development patterns that reflect state law and local land use policies.
- Provides the City the ability to demonstrate compliance with state law and reduces burdens of getting it approved with more controversial items with the Housing Strategy by the end of the calendar year.
- Provides the Housing Committee one more chance to clarify its preferences on the Housing Strategy documents.

## **CONS**

- Separating the HNA from Housing Strategy may lead to a longer review and approval process for the Housing Strategy itself rather than approving it all at once.

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

HNA project was budgeted for FY19-FY20 and consultant work is completed.

**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 to City Council on February 18, 2020 with a follow-up discussion on strategy and sequencing on May 26, 2020.

# Exhibit A

6/23/20 Council Mtg. Item #5



# City of Troutdale Housing Needs Analysis

Summary Report

FEBRUARY 2020

**ECON**Northwest

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

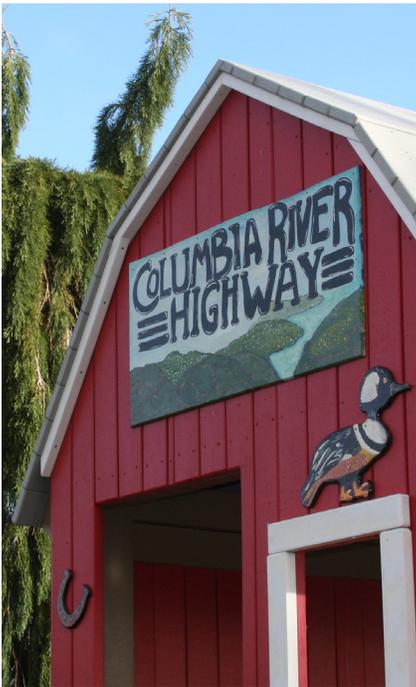
Sandy Glantz  
Shirley Prickett  
Tanney Staffenson

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

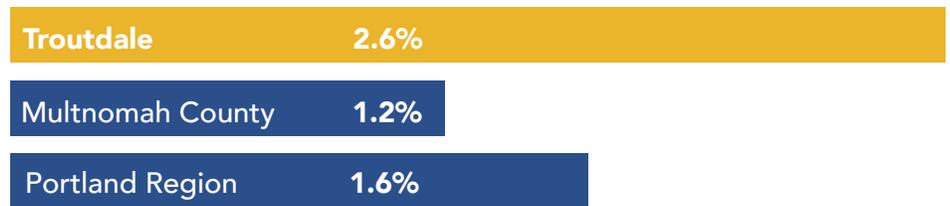
## Troutdale's Population and Households

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

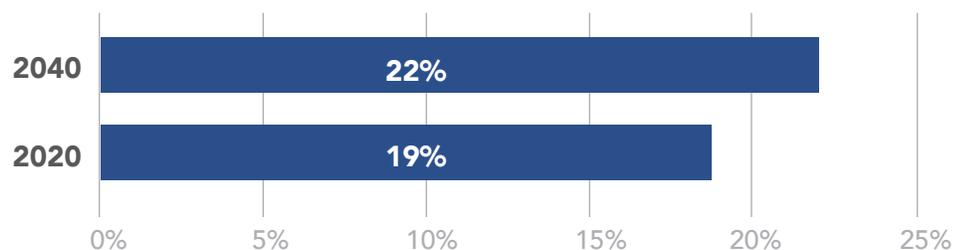
Source: Portland State University, Population Research Center



### MEDIAN AGE, 2017



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

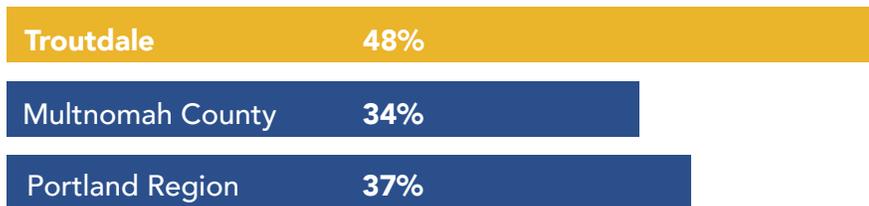


# TROUTDALE'S POPULATION AND HOUSEHOLDS

## AVERAGE NUMBER OF PEOPLE PER HOUSEHOLD, 2017



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

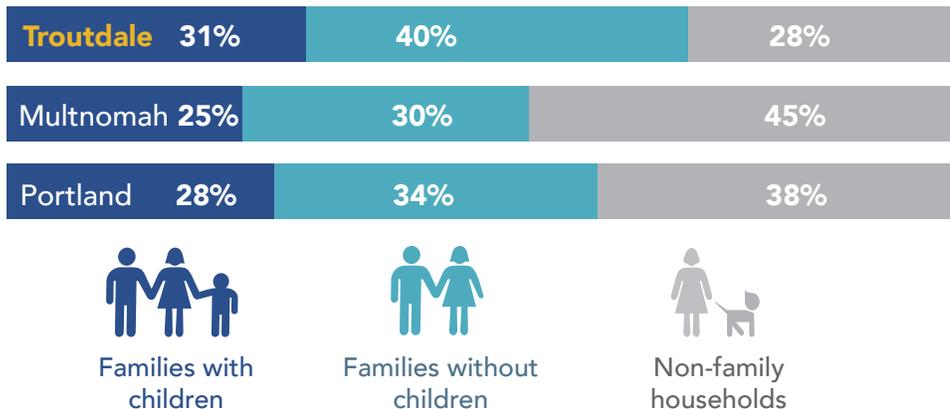


**Troutdale has a larger percentage of families with 3-persons or more than the County or Portland Region.**

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

## HOUSEHOLD COMPOSITION, 2017

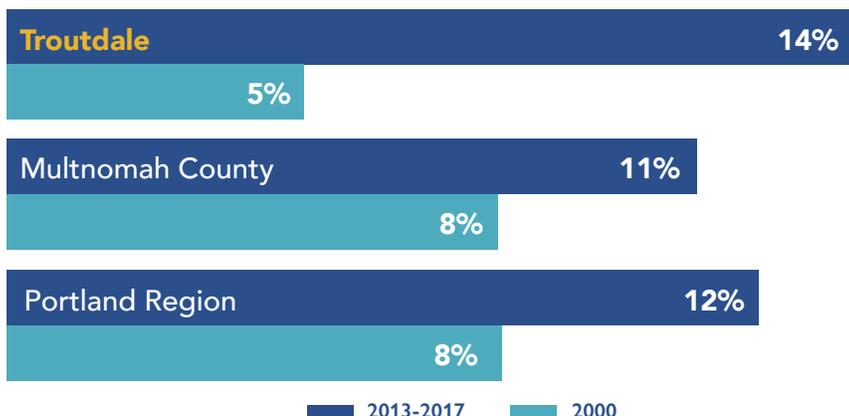
A family household is one in which the residents are related to at least one other person in the household by birth, marriage, or adoption. Non-family households include people living alone, unmarried couples, and unrelated house mates.



**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



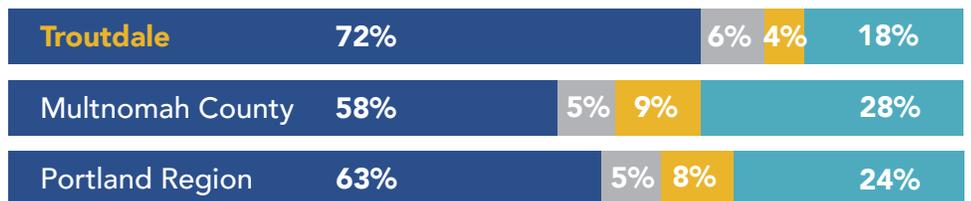
DUPLEX, TRIPLEX, AND QUADPLEX



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



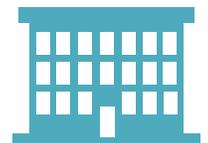
SINGLE-FAMILY DETACHED



SINGLE-FAMILY ATTACHED



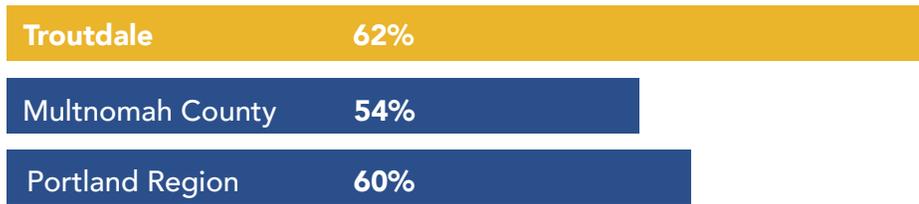
DUPLEX, TRIPLEX, OR QUADPLEX



MULTI-FAMILY (5+ UNITS)

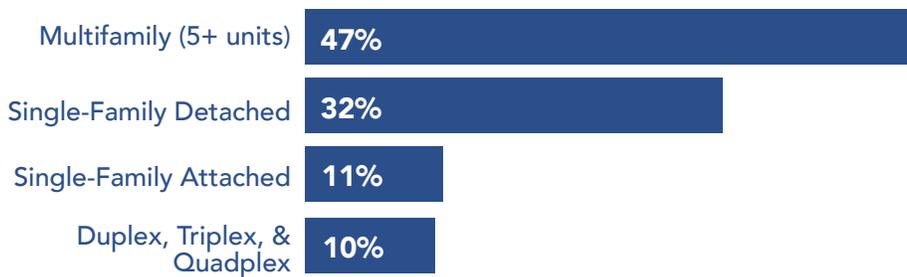
# TROUTDALE'S HOUSING MARKET

## 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.

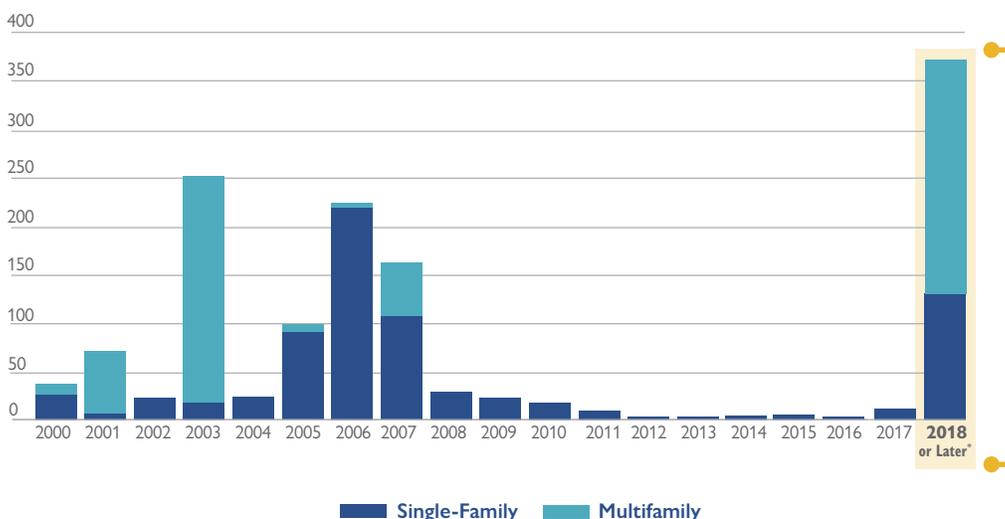
Since 2000 there were 1,006 units built in Troutdale. Sixty-three percent of all units built in this period were single-family dwelling units and 37% were multifamily. In 2018, construction started on 372 units, about 240 of which were multifamily units and 110 of which were single-family attached housing.

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



■ < \$25K  
 ■ \$25K-\$49K  
 ■ \$50K-\$74K  
 ■ \$75K-\$99K  
 ■ \$100K-\$149K  
 ■ \$150K+

## 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.



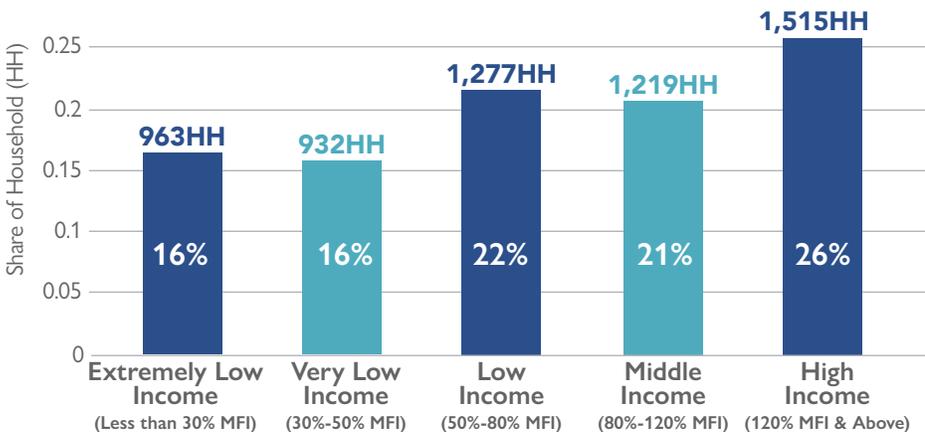
**Growth of lower-income jobs in Troutdale and the surrounding region contribute to difficulties in housing affordability.**

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.



Cherry Ridge Apartments

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



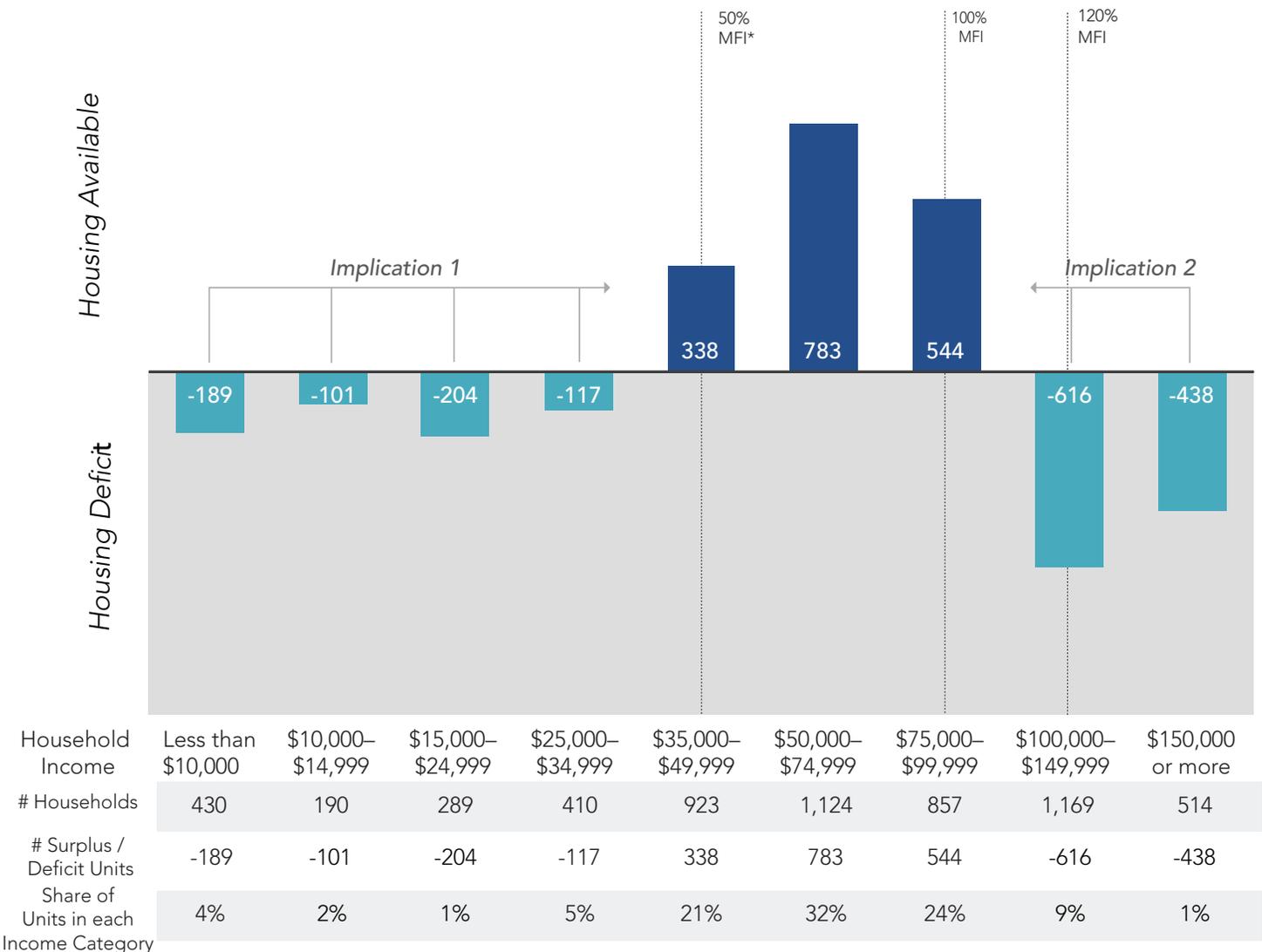
# HOUSING AFFORDABILITY

## 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).



\*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.

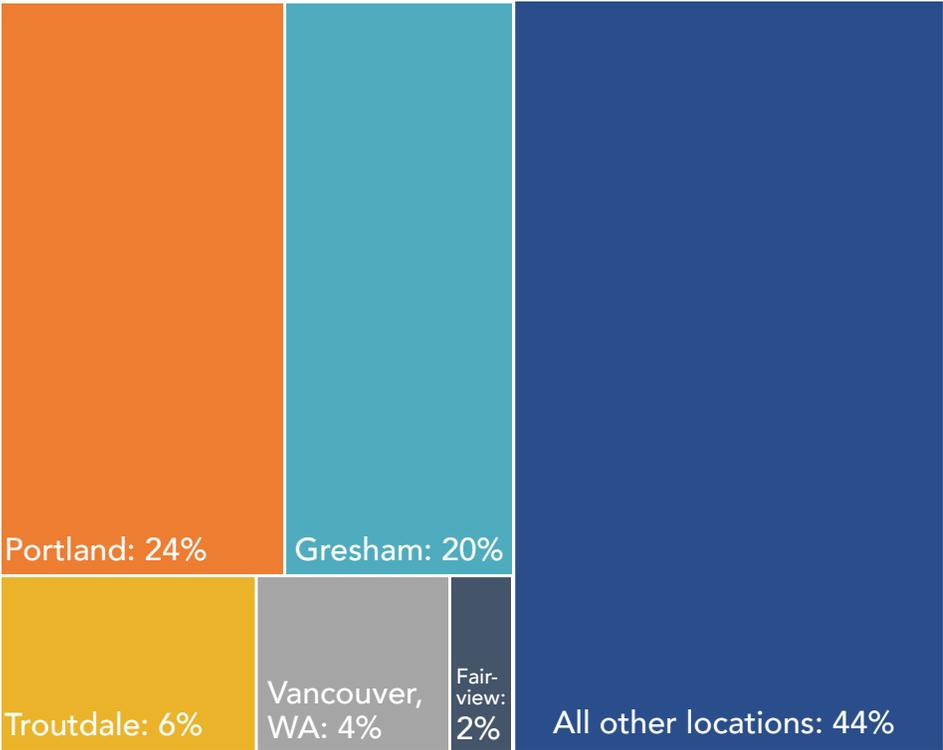
### Implication 2

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

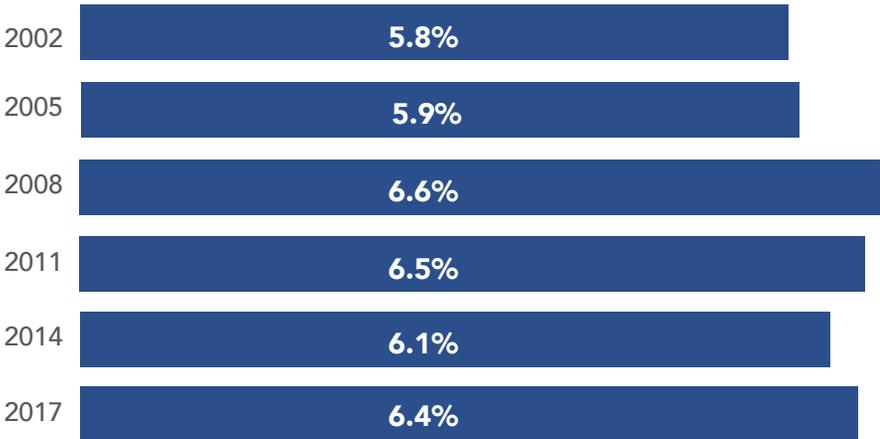
Troutdale is part of the complex, interconnected economy of the Portland Region. Of the more than 7,400 people who work in Troutdale, 94% of workers commute into Troutdale from other areas, most notably Portland, Gresham, Vancouver, and Fairview. Nearly 7,400 residents of Troutdale commute out of the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

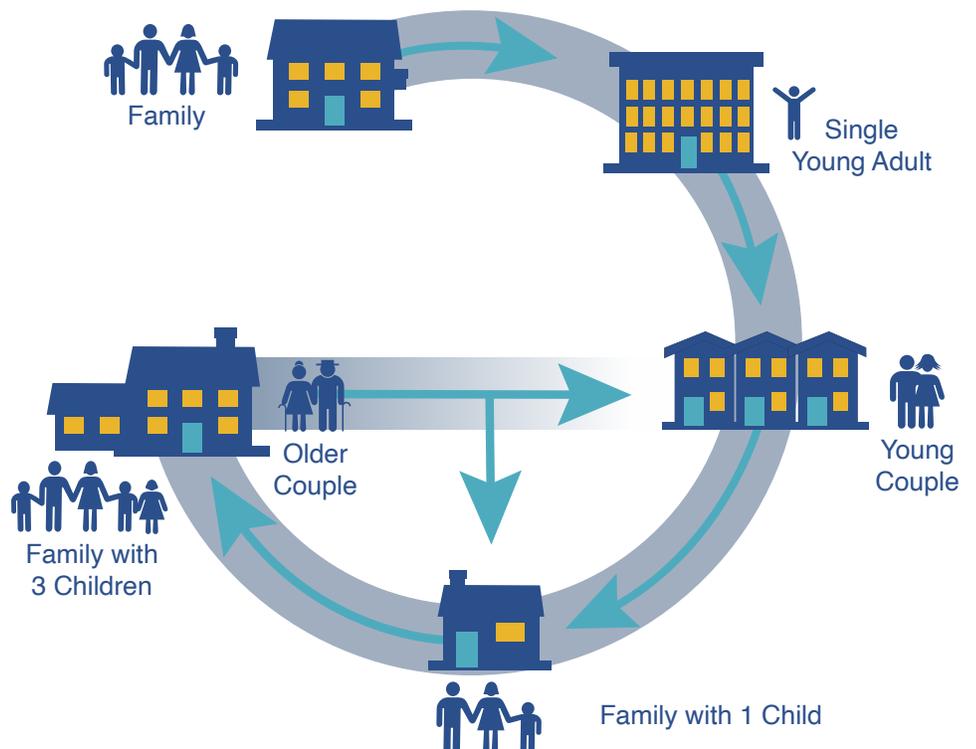


Studies and data analysis have shown a clear linkage between demographic characteristics and housing choice, as shown in the figure below.

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:



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.

### Implications for Millennials and other younger populations:

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

## 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:

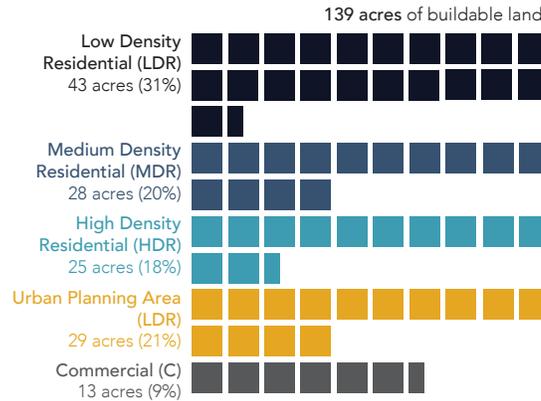
Number of dwelling units in an acre of land, with 43,560 square feet to 1 acre.

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.

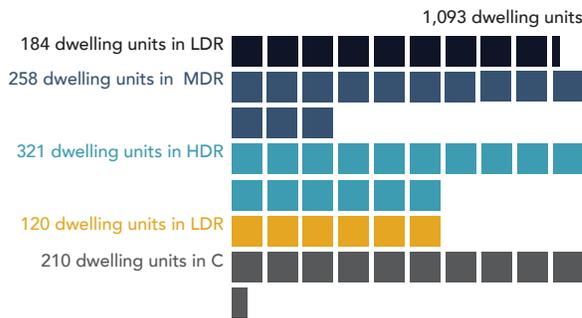


The capacity analysis estimates the number of new dwelling units that can be accommodated on Troutdale’s buildable vacant and partially vacant residential land based on historical densities, with deductions for future rights-of-way.

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

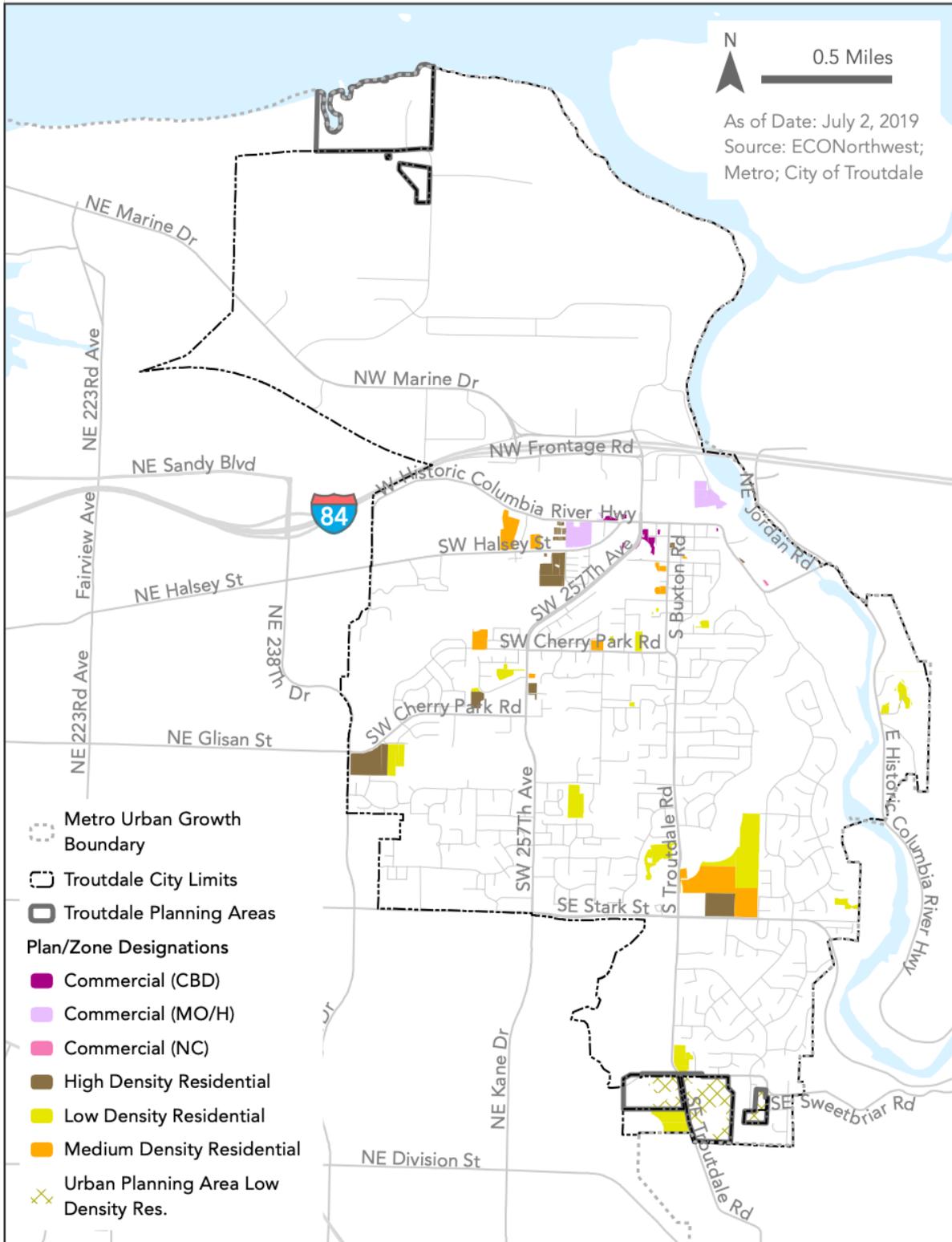


### DENSITY ON TROUTDALE’S RESIDENTIAL LAND BASED ON HISTORICAL DENSITIES, DWELLING UNITS PER NET ACRE

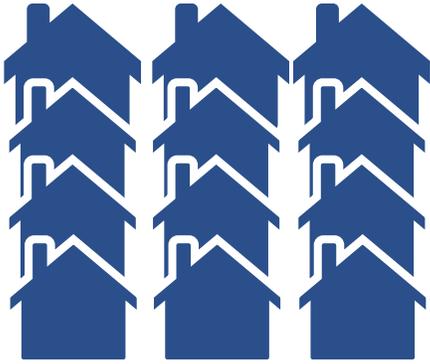


# Troutdale's Buildable Lands Inventory

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.

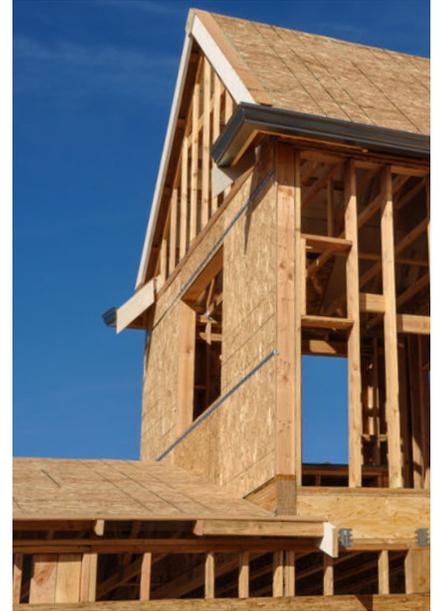
Historically, about 72% of Troutdale’s housing was single-family detached. New housing in Troutdale is forecast to be 50% single-family detached, 15% single-family attached, and 35% multifamily. Local and regional changes in demographics will drive this shift in types of housing. For example, the aging 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.

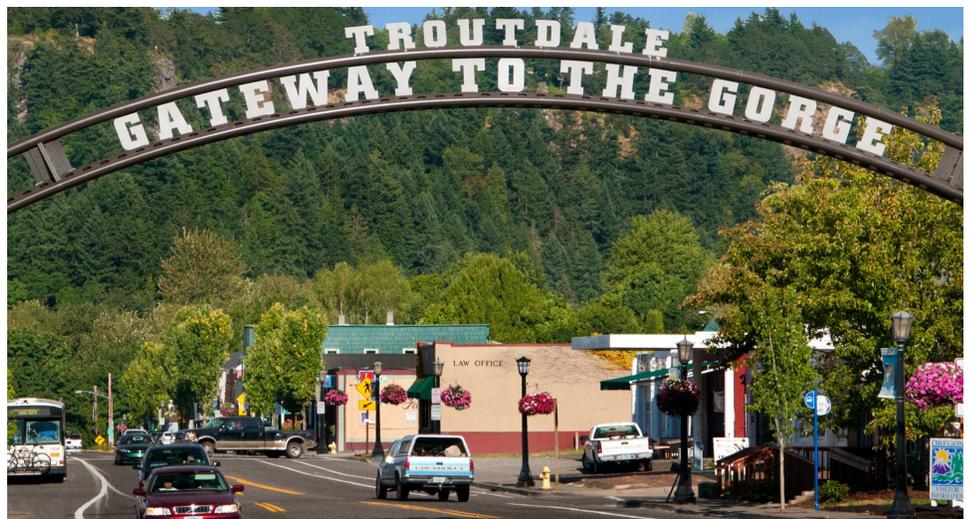
**Objective 1.1:** Ensure that there is sufficient land in each residential plan designation to meet the land needs identified in the Housing Needs Analysis.

**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.

<sup>1</sup> 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.<sup>1</sup>

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



TROUTDALE

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## **Exhibit B**

6/23/20 Council Mtg. Item #5

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# **City of Troutdale**

## **Housing Needs Analysis**

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December 2019

Prepared for:

City of Troutdale

**DRAFT REPORT**

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# Acknowledgements

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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.

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# 1. Introduction

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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)
<b>Single Family Detached</b>				
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
		<b>Subtotal</b>	<b>45</b>	
<b>Multifamily</b>				
2018	Eagle Ridge	Multifamily (Apartments)	216	Complete in 2020
2018	Cherry Park Apts.	Multifamily (Apartments)	24	Under Construction
		<b>Subtotal</b>	<b>240</b>	
<b>Middle Housing</b>				
2018	Lancaster Park	Middle Housing (Townhomes)	70*	Under Construction
2018	Howard Estates	Middle Housing (Townhomes)	40**	Under Construction
		<b>Subtotal</b>	<b>110</b>	

\* 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).<sup>1</sup> 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:

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<sup>1</sup> 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.<sup>2</sup>
- (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)).

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<sup>2</sup> 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.<sup>3</sup>

## **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).

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<sup>3</sup> 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

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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).<sup>4</sup>

### 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
<b>Residential</b>							
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%
<b>Commercial</b>							
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%
<b>Total</b>	<b>143</b>	<b>102</b>	<b>0.5</b>	<b>1,012</b>	<b>195</b>	<b>1,452</b>	<b>100%</b>

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
<b>Residential</b>				
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
<b>Commercial</b>				
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
<b>Total</b>	<b>1,452</b>	<b>1,041</b>	<b>273</b>	<b>139</b>

<sup>4</sup> 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
<b>Residential</b>			
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
<b>Commercial</b>			
Master Plan Mixed Use	0	0	0
Commercial (CBD)	2	2	0
Commercial (MO/H)	11	11	0
Commercial (NC)	0	0	0
<b>Total</b>	<b>139</b>	<b>75</b>	<b>64</b>

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**

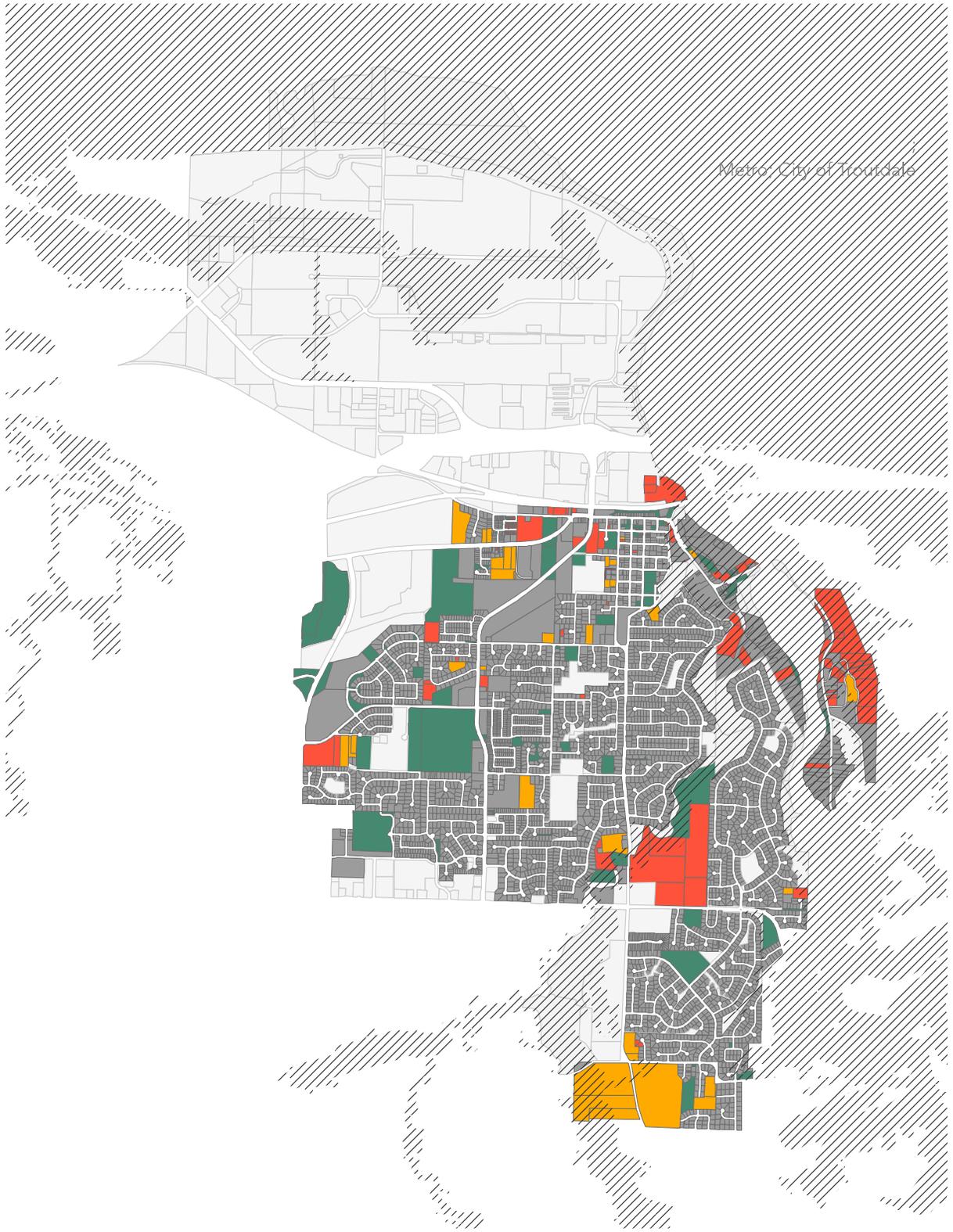


Exhibit 6. Unconstrained Vacant and Partially Vacant Residential Land, Troutdale City Limits, 2019



## 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.<sup>5</sup>

- **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.

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<sup>5</sup> Oregon Metro. Appendix 2: Buildable Lands Inventory. November 21, 2018.  
[https://www.oregonmetro.gov/sites/default/files/2018/12/03/Appendix2-BuildableLandsInventory\\_12032018.pdf](https://www.oregonmetro.gov/sites/default/files/2018/12/03/Appendix2-BuildableLandsInventory_12032018.pdf)

### 3. Historical and Recent Development Trends

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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).<sup>6</sup>

It is worth commenting on the methods used for the American Community Survey.<sup>7</sup> 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.

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

<sup>7</sup> 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.

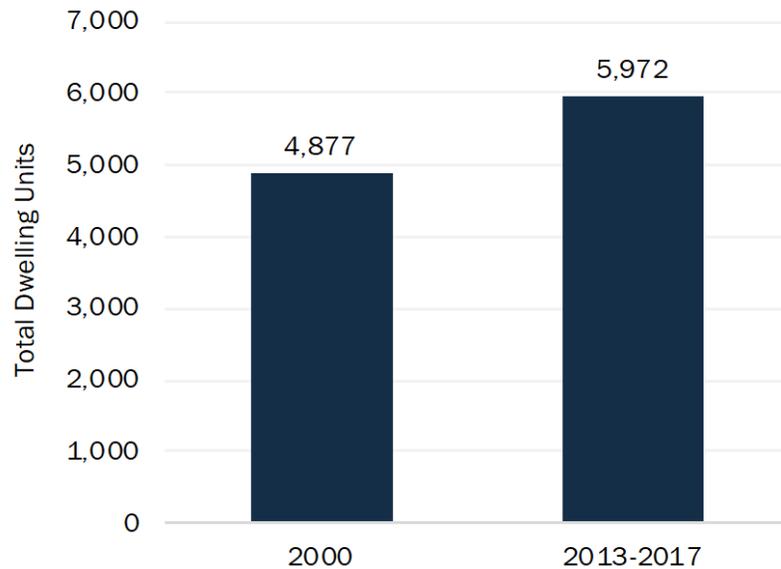
## Housing Mix

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.

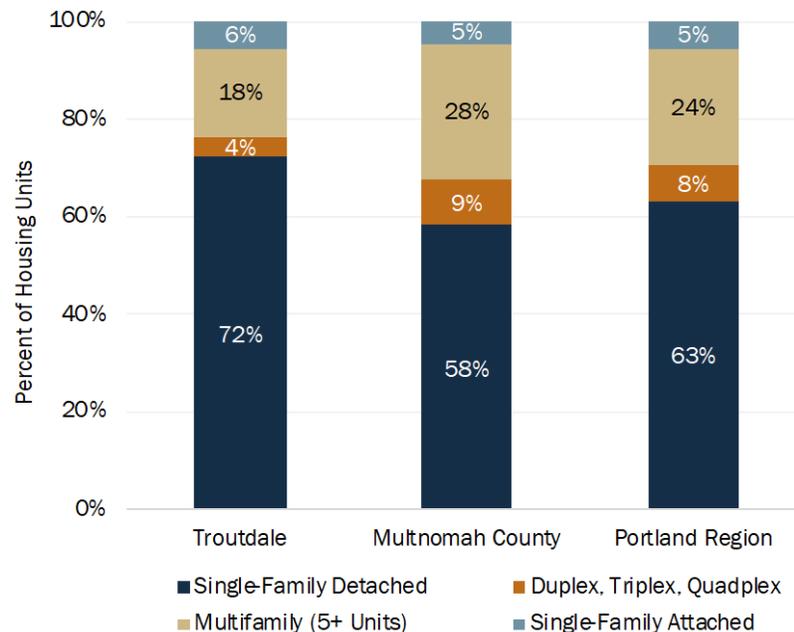


Troutdale has a larger share of single-family detached housing and a smaller share of multifamily housing relative to Multnomah County and the Portland region.

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.

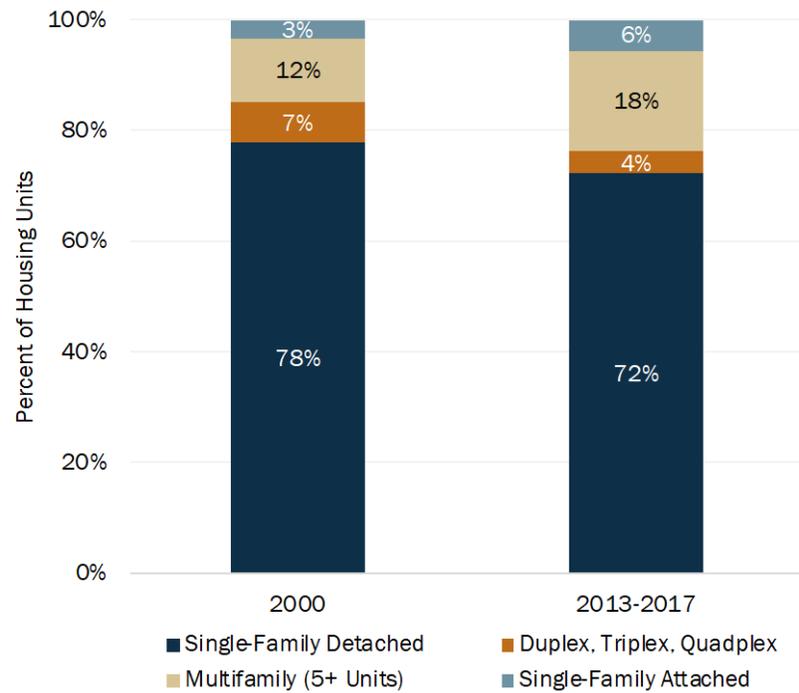


**From 2000 to 2013–2017, Troutdale’s housing mix shifted to a larger share of single-family attached and multifamily housing.**

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

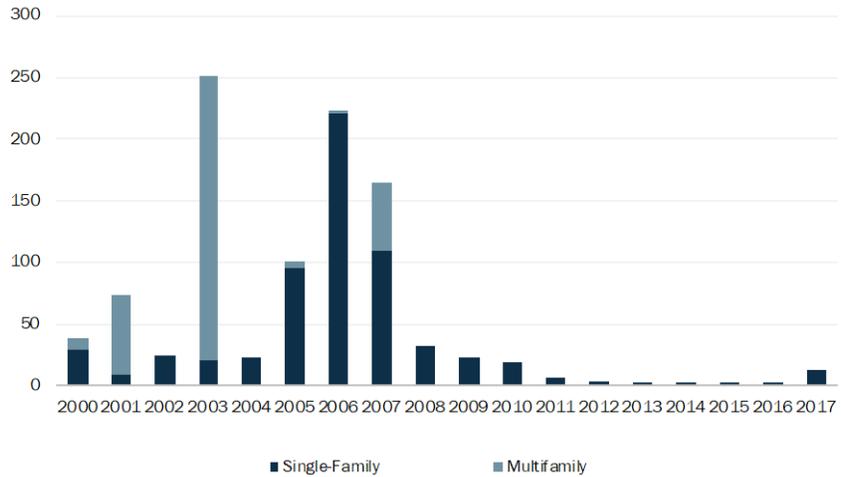
Over the 2000 to 2017 period, Troutdale added 1,006 dwelling units, with an annual average of 28 dwelling units.

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

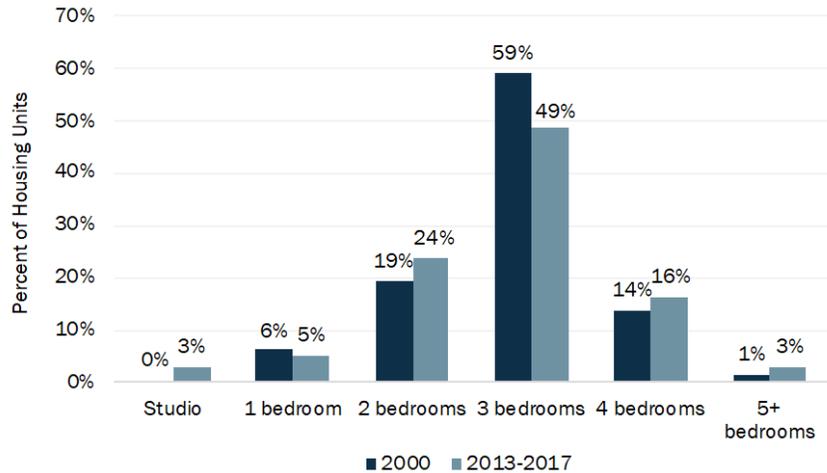
This section provides an overview of dwelling unit size in Troutdale.

**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.

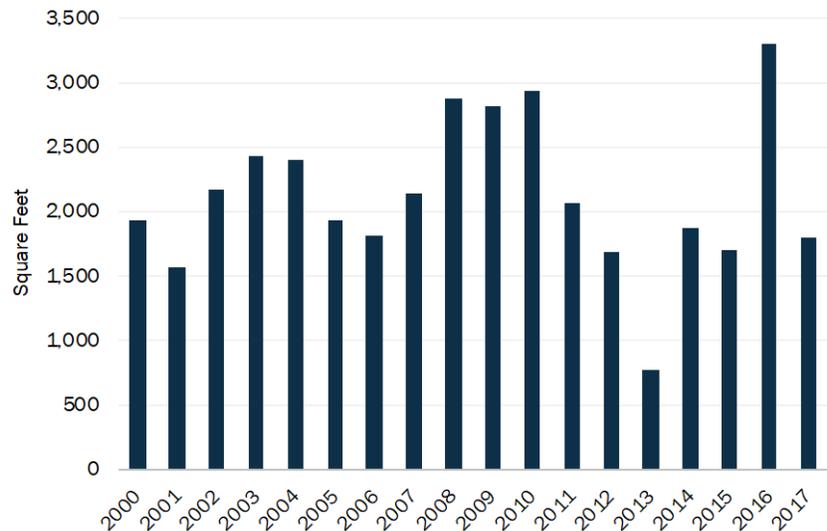


**Single-family units built in Troutdale since 2000, averaged 2,074 sq. ft. per unit.**

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
<b>Commercial</b>	41	2	18.6				41	2	18.6
<b>Total</b>	637	76	8.3	369	23	15.9	1,006	100	10.1

## Trends in Tenure

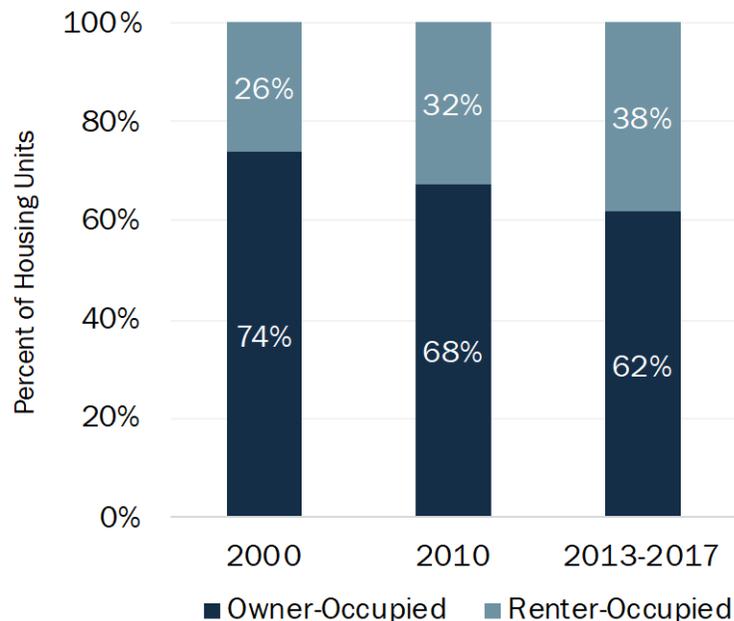
Housing tenure describes whether a dwelling unit is owner or renter-occupied. This section shows:

- **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.

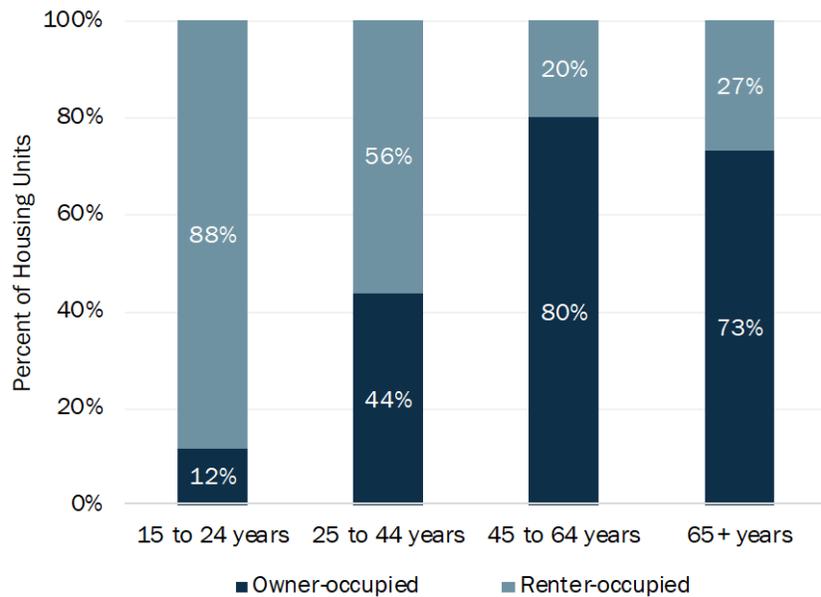


During the 2013–2017 period, Troutdale residents 45 years of age and older tended to own their homes as opposed to renting them.

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**

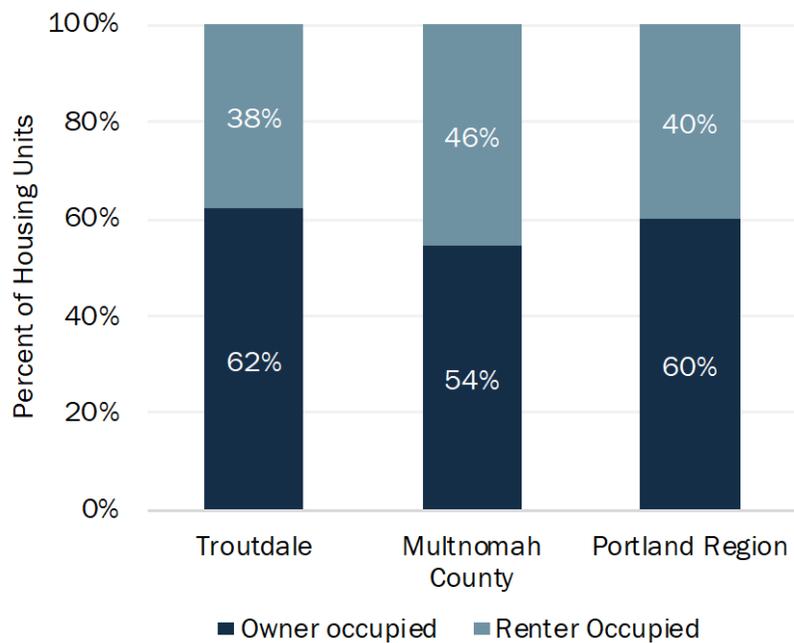
Source: 2013–2017 ACS 5-Year Estimates, Table B25007.



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.

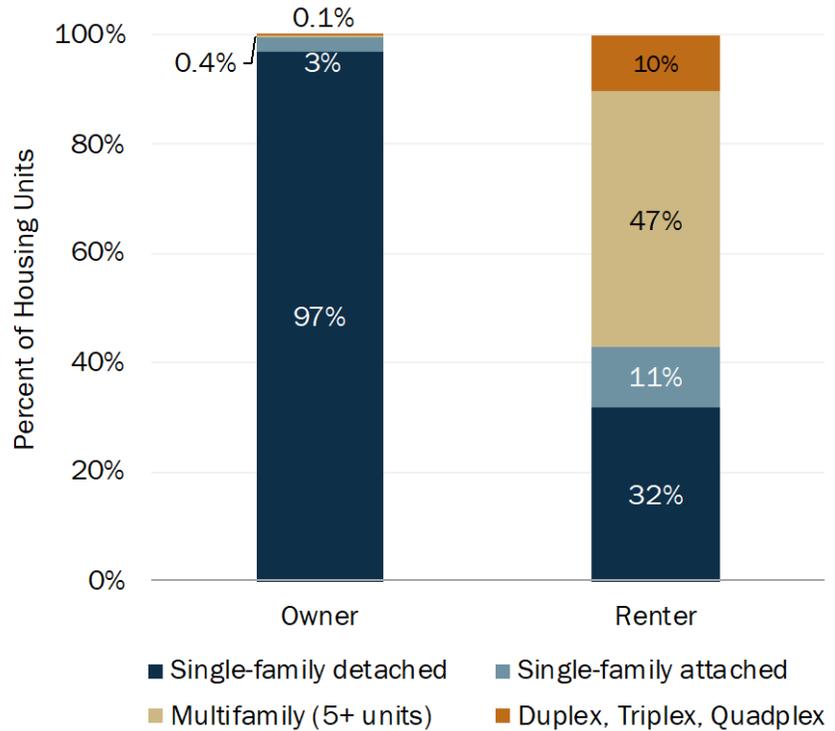


**The vast majority of Troutdale homeowners (97%) lived in single-family detached housing during the 2013–2017 period.**

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**

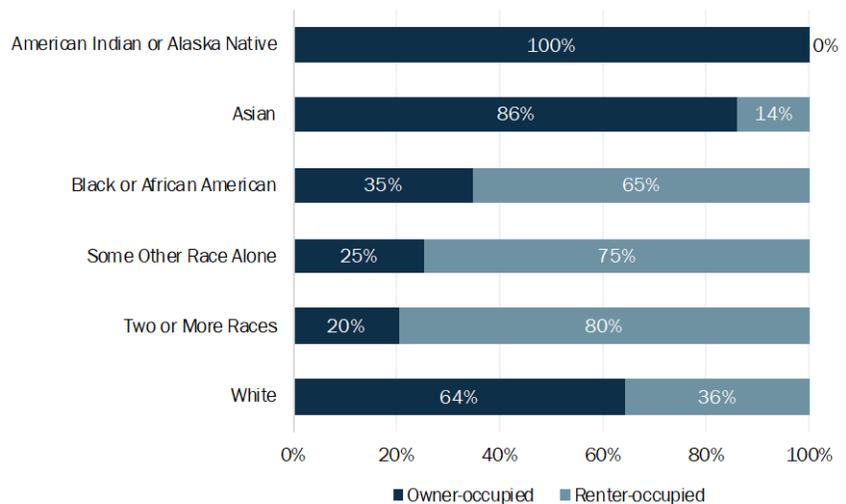
Source: U.S. Census Bureau, 2013–2017 ACS Table B25032.



**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.

<b>Latinx Head of Household</b>	<b>44%</b> Homeowners	<b>56%</b> Renters
---------------------------------	--------------------------	-----------------------

## 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**

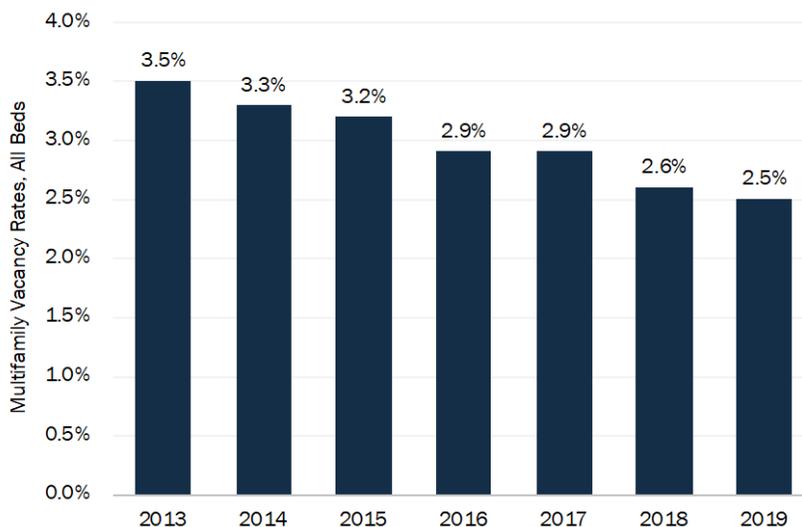
Source: U.S. Census Bureau, 2000 Decennial Census SF1 Table H005, 2013–2017 ACS Table B25004.

<b>2000</b>	<b>4.0%</b> Of Total Dwelling Units
<b>2013–2017</b>	<b>1.1%</b> 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.

<b>2000</b>	<b>17 Units</b>	<b>0.3%</b> Share of Total Dwelling Units
<b>2013–2017</b>	<b>29 Units</b>	<b>0.5%</b> 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
<b>Total</b>	<b>432</b>	<b>431</b>			

## 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.<sup>8</sup>

Home Forward identified a potential site (at SW Kendall and SW 2<sup>nd</sup> 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.

<sup>8</sup> 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.<sup>9</sup> 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
<b>Total</b>			<b>367</b>	<b>1</b>	

<sup>9</sup> 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

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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 Choice<sup>10</sup>

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.

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<sup>10</sup> 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 Trends<sup>11</sup>

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.

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<sup>11</sup> 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,<sup>12</sup> 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.**<sup>13</sup> 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

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<sup>12</sup> 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.

<sup>13</sup> 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](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.<sup>14</sup> 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."<sup>15</sup> 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.<sup>16</sup> 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."<sup>17</sup> 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."<sup>18</sup>

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

<sup>15</sup> 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/](https://shelterforce.org/2015/05/30/meeting_the_housing_needs_of_an_aging_population/)

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

<sup>17</sup> Ibid.

<sup>18</sup> 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.<sup>19</sup> 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%.<sup>20</sup> 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.

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<sup>19</sup> 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).

<sup>20</sup> 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:<sup>21</sup>
  - *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.

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<sup>21</sup> 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),<sup>22</sup> 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.<sup>23</sup>

## 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:<sup>24</sup>

- 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.

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<sup>22</sup> 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>

<sup>23</sup> 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](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.

<sup>24</sup> 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 Oregon<sup>25</sup> 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.<sup>26</sup>

- **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.

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<sup>25</sup> 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>

<sup>26</sup> 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.

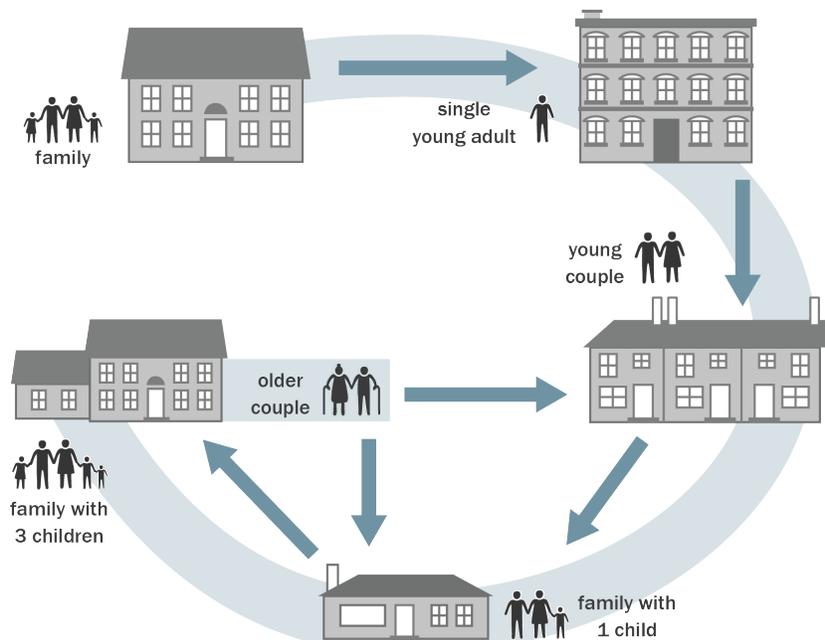
An individual's housing needs change throughout their life, with changes in income, family composition, and age. The types of housing needed by a 20-year-old college student differ from the needs of a 40-year-old parent with children, or an 80-year-old single adult. As Troutdale's population ages, different 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%.<sup>27</sup>

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

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

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

<sup>27</sup> 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.<sup>28</sup> 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.<sup>29</sup>

- **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.<sup>30</sup> 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.

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<sup>28</sup> 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>.

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

<sup>30</sup> 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.<sup>31</sup>

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.<sup>32</sup> 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.

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<sup>31</sup> 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.

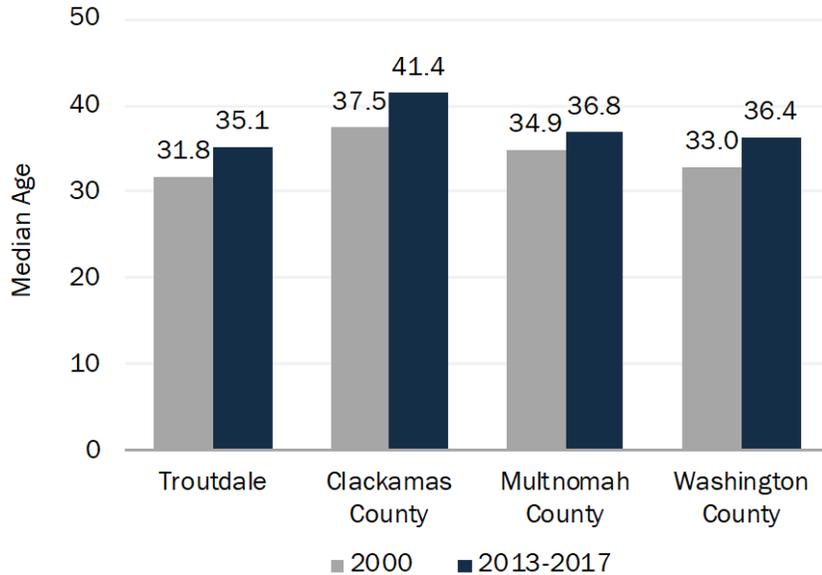
“Survey Says: Home Trends and Buyer Preferences,” National Association of Home Builders International Builders

<sup>32</sup> 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.

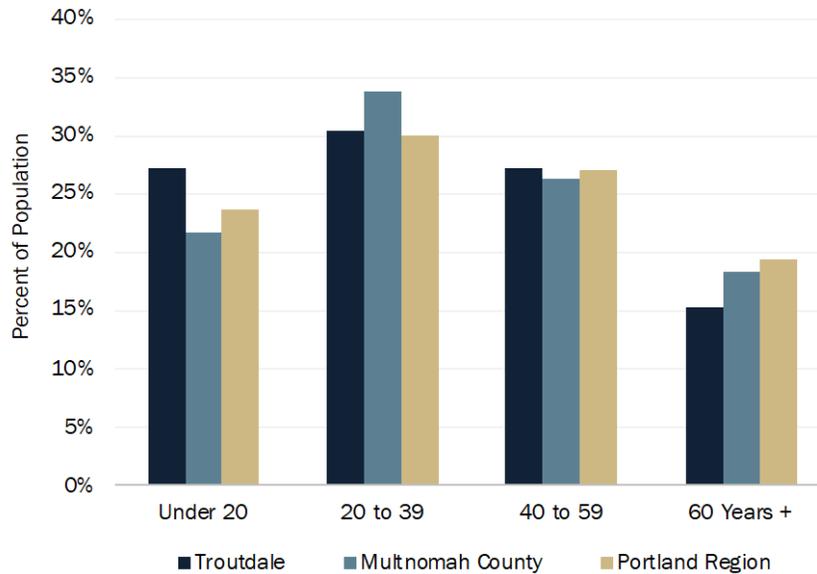


In the 2013–2017 period, about 57% of Troutdale’s residents were between the ages of 20 and 59 years.

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.

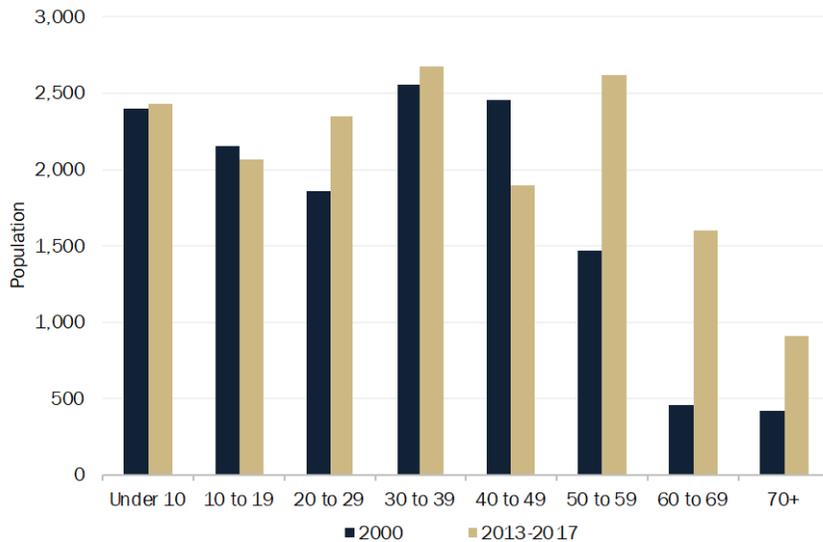


**The largest population increases in Troutdale over the 2000 to 2013–2017 period were for older adult and senior age groups.**

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.

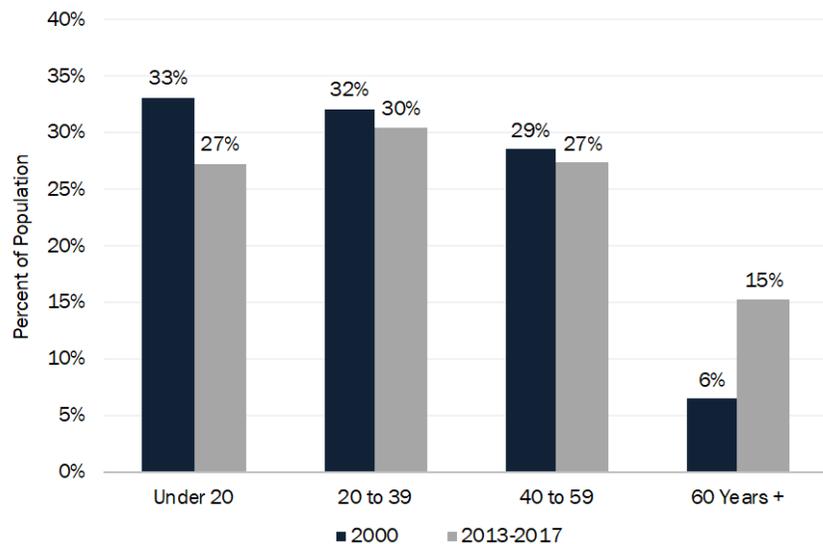


**Between 2000 and 2013–2017, the share of Troutdale’s population aged 60 years and older more than doubled.**

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.

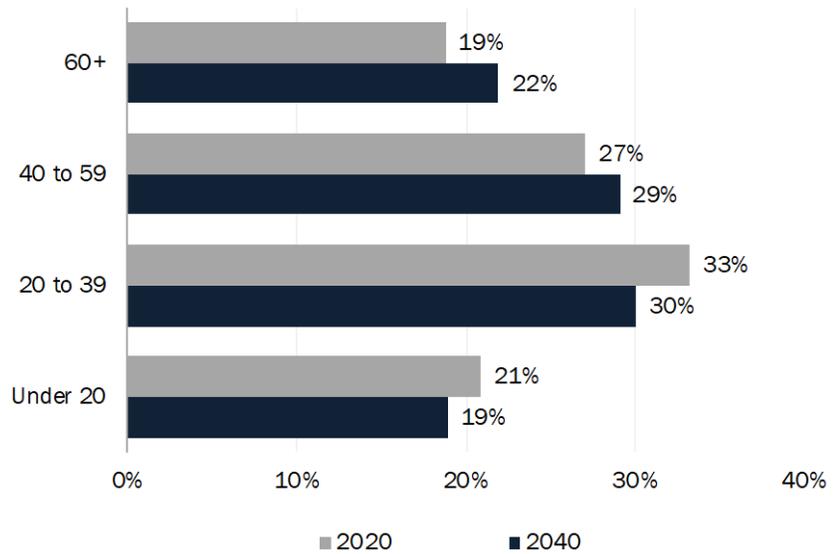
8%	8%	28%	40%
13,638	21,075	62,178	61,002
People	People	People	People
<b>Under 20</b>	<b>20-39 Yrs</b>	<b>40-59 Yrs</b>	<b>60+ Yrs</b>

**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.<sup>33</sup>

Continued growth in the Latinx population will affect Troutdale's housing needs in a variety of ways.<sup>34</sup> 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,<sup>35</sup> 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.<sup>36</sup> 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.<sup>37</sup> 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.

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<sup>33</sup> 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](https://www.census.gov/content/dam/Census/library/publications/2018/demo/P25_1144.pdf)

<sup>34</sup> 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.

<sup>35</sup> 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>

<sup>36</sup> *Ibid.*

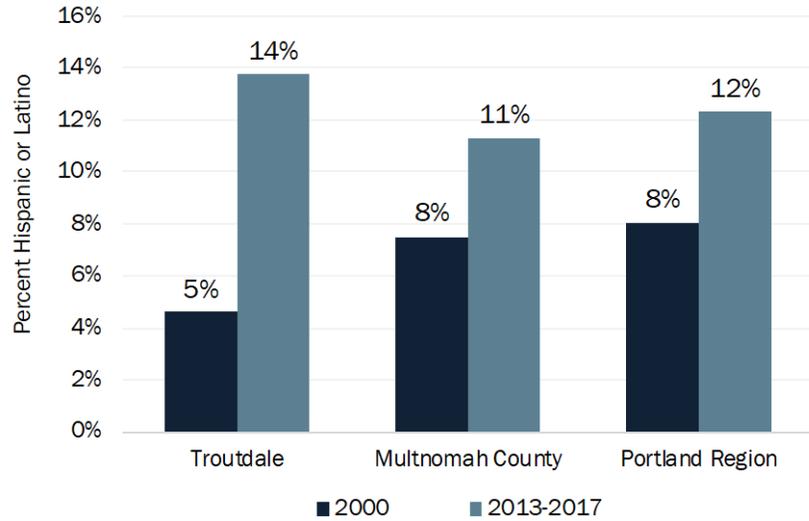
<sup>37</sup> *Ibid.*

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 Diversity<sup>38</sup>

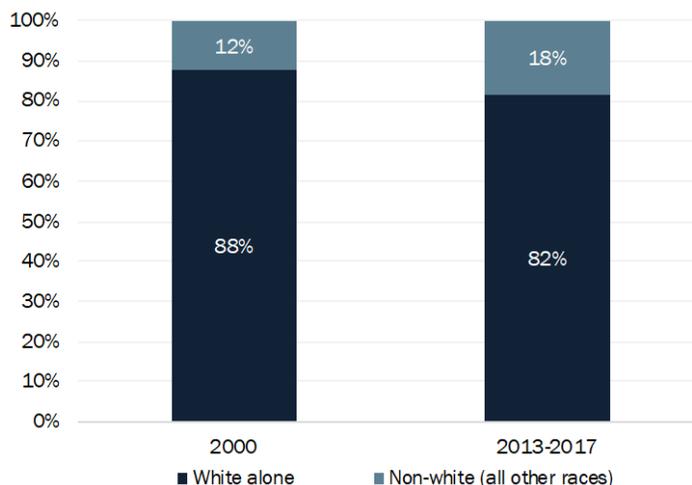
The nonwhite population is defined as the share of the population that identifies as a race other than “white alone,” according to Census definitions. Racial diversity in Troutdale increased over the 2000 to 2013–2017 period. In the 2013–2017 period, Troutdale was less racially diverse than both Multnomah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

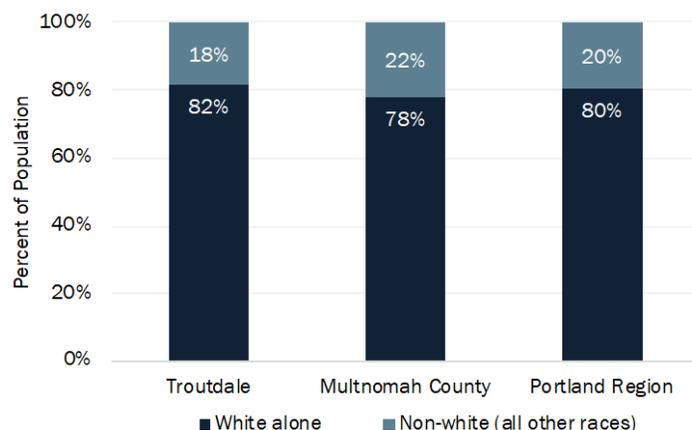
Source: U.S. Census Bureau, 2000 Decennial Census Table P008, 2013–2017 ACS Table B02001.



**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.



<sup>38</sup> 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%.

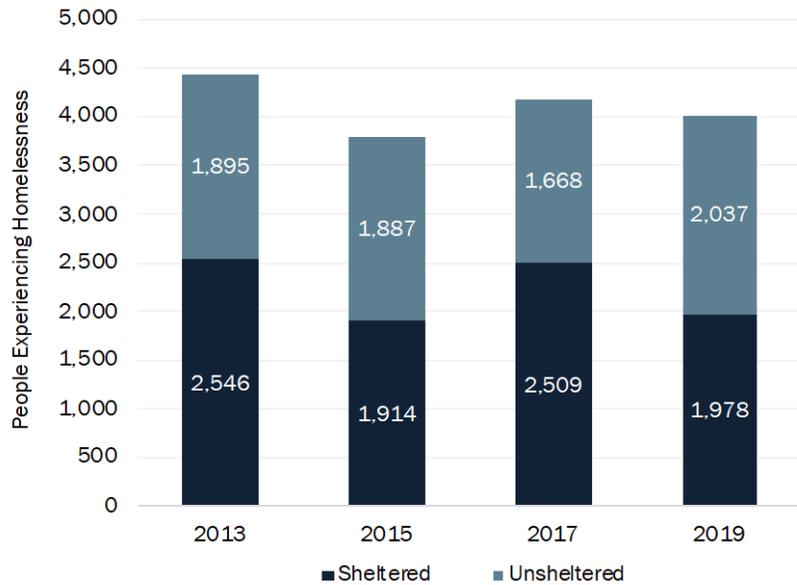
### Exhibit 38. Number of Persons Homeless, Multnomah County, Point-in-Time Count, 2017 and 2019

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

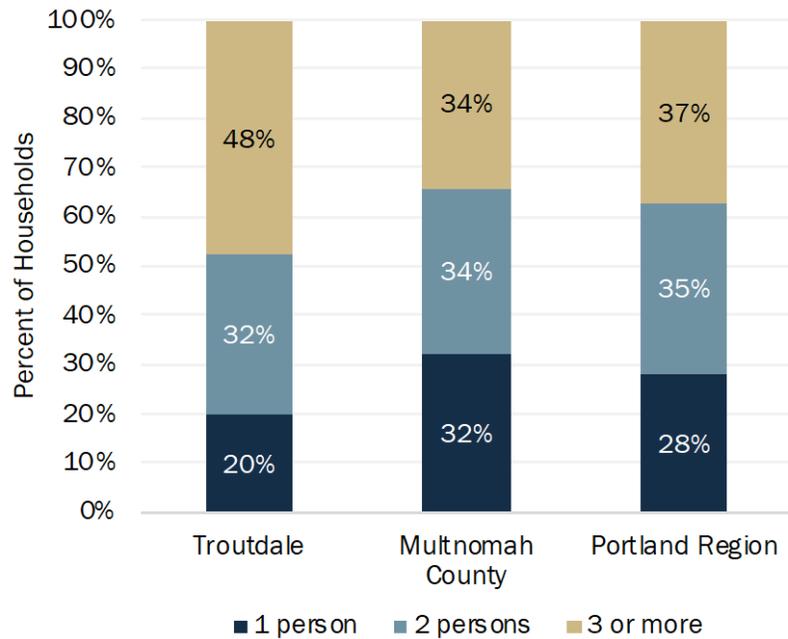
**3.88 Persons**

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**

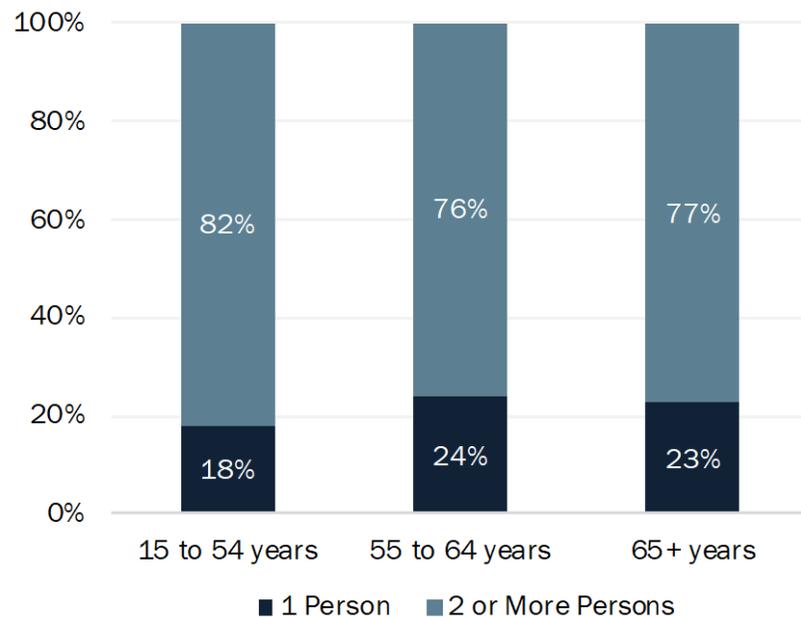
Source: U.S. Census Bureau, 2013–2017 ACS 5-year estimate, Table B25010.



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.

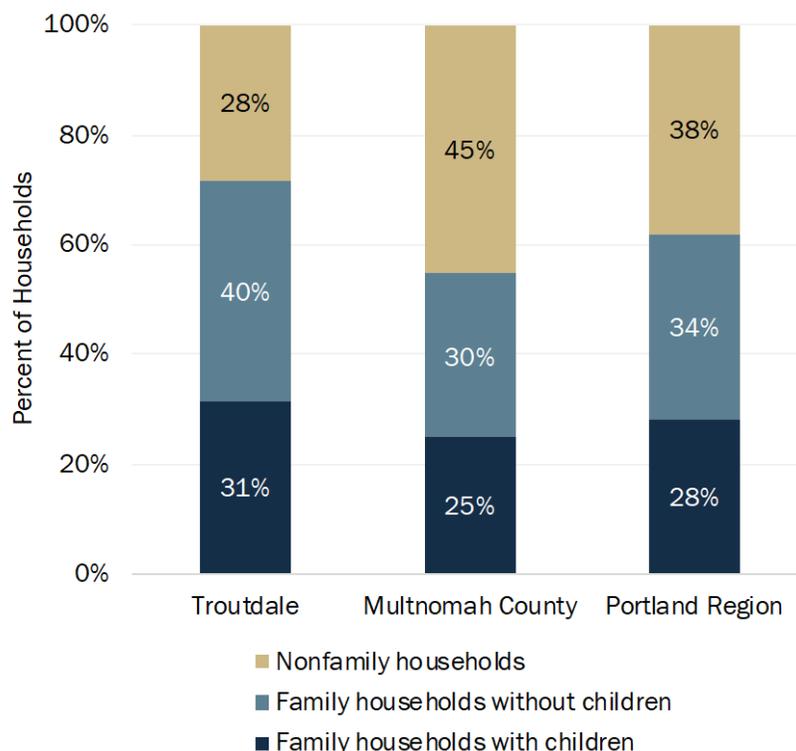


Over the 2013–2017 period, Troutdale had a household composition that differed from that of Multnomah County and the Portland region. Troutdale had the smallest share of nonfamily households (i.e., 1-person households and households composed of roommates) and the largest share of family households with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

**4.2%**  
All Households

**3.7%**  
Households, with white (alone) head of household

**19.5%**  
Households, with Latinx head of household

### 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:

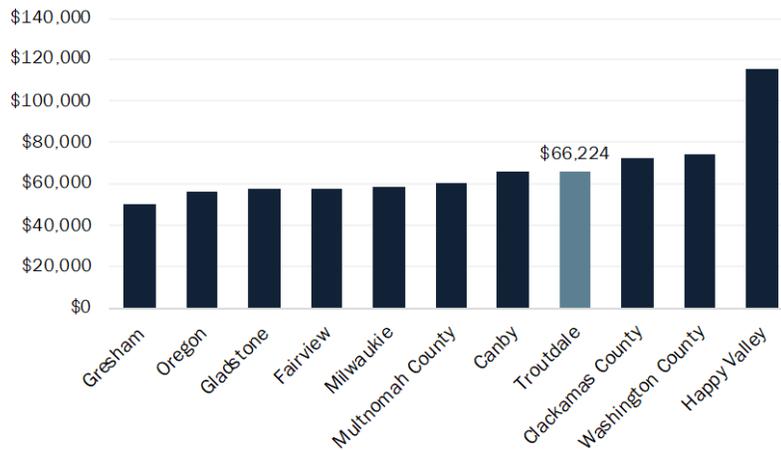
- **The median household income (MHI) in Troutdale is \$66,224.** This is higher than the MHI in Multnomah County and other cities near Troutdale, such as Gresham, Gladstone, Fairview, and Milwaukie.
- **Troutdale’s MHI has decreased since 2000, similar to trends across the region.** After adjusting 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.



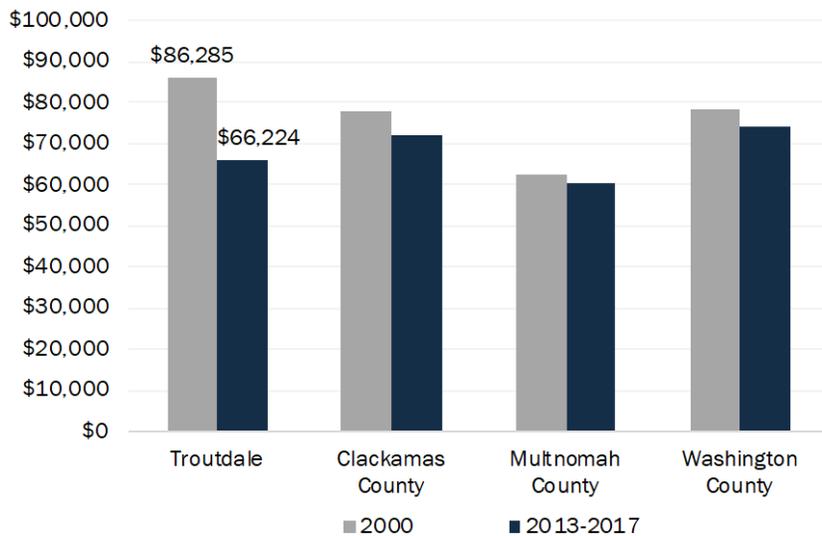
**After adjusting for inflation, Troutdale’s median household income (MHI) decreased by about 23%, from \$86,285 in 1999 to \$66,224 in the 2013–2017 period.**

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.

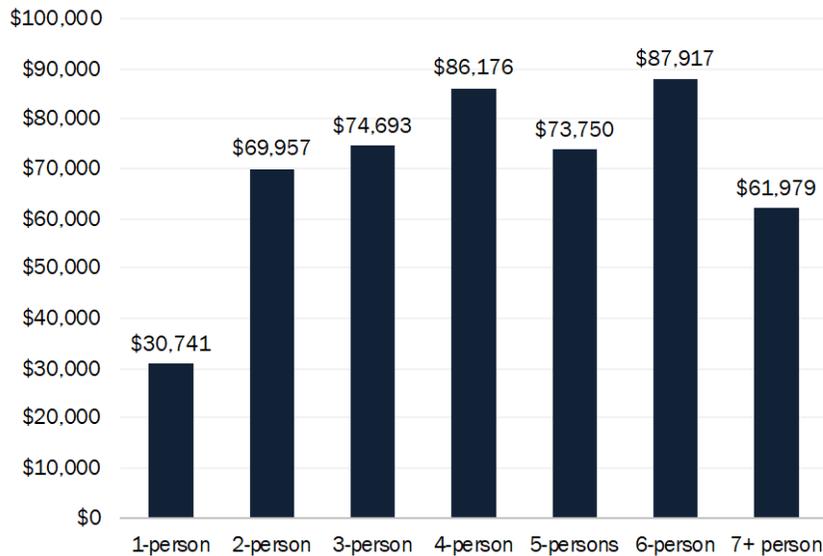
Note: Household income data reported by each household in the 2000 Decennial Census is from 1999, hence income estimates are inflation-adjusted from 1999 to 2017.



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**

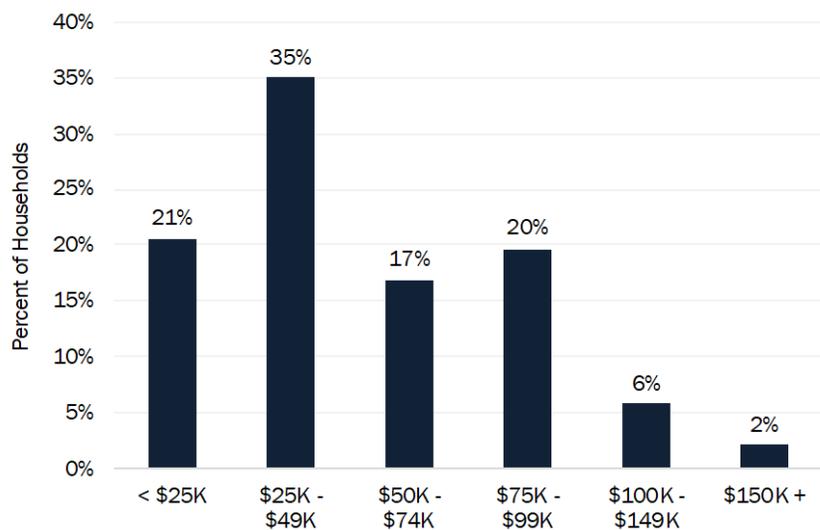
Source: U.S. Census Bureau, 2013–2017 ACS 5-year estimate, Table B19019.



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**

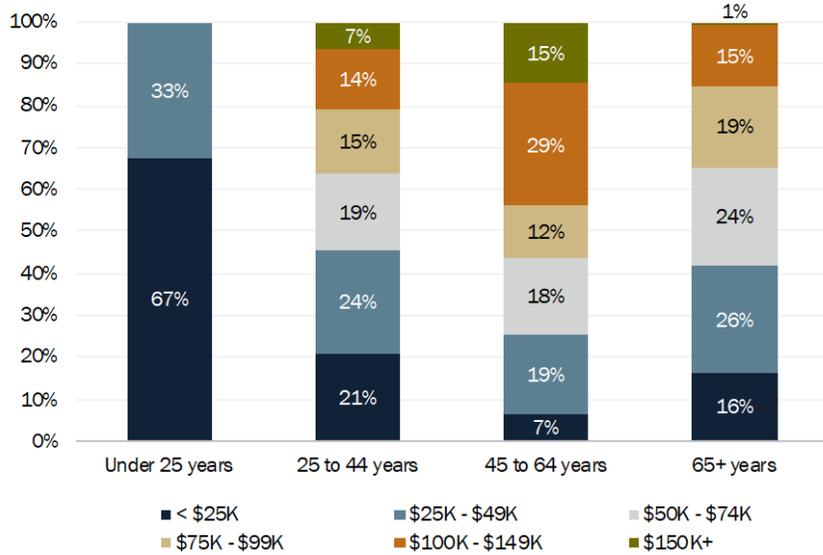
Source: U.S. Census Bureau, 2013–2017 ACS 5-year estimate, Table B19001I.



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

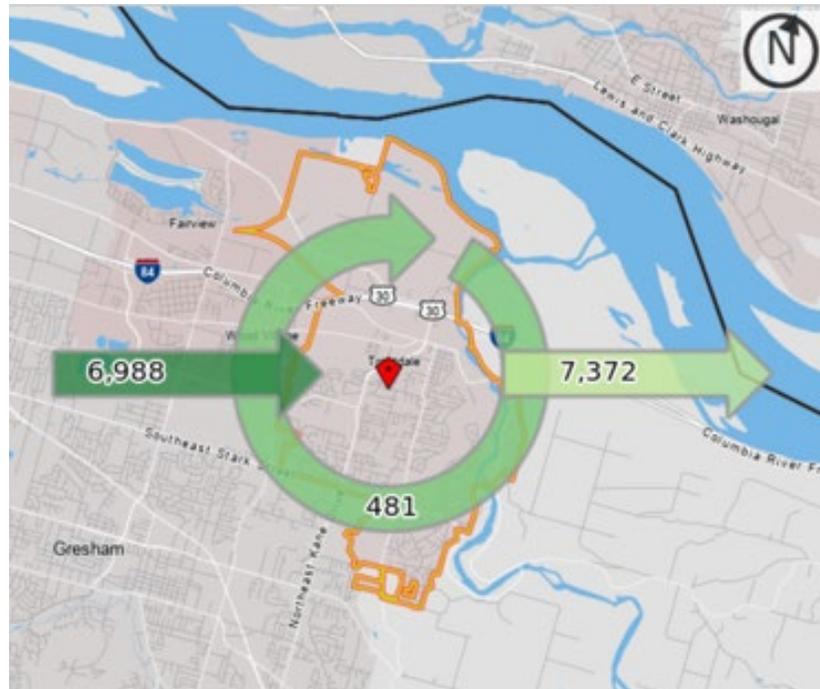
Troutdale is part of the complex, interconnected economy of the Portland region. Of the more than 7,400 people who work in Troutdale, 94% of workers commute into Troutdale from other areas, most notably Portland, Gresham, Vancouver, and Fairview. Nearly 7,400 residents of Troutdale commute out of the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

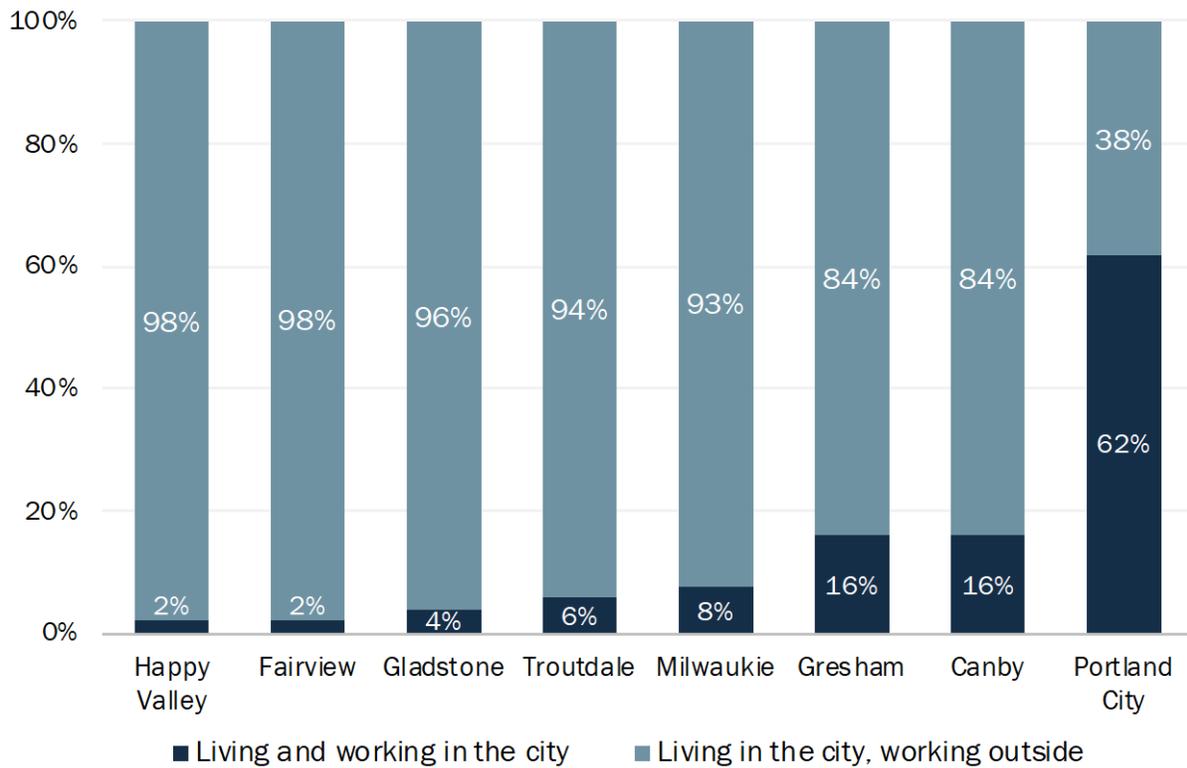
### Exhibit 54. Places Where Troutdale Residents were Employed, 2015

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.

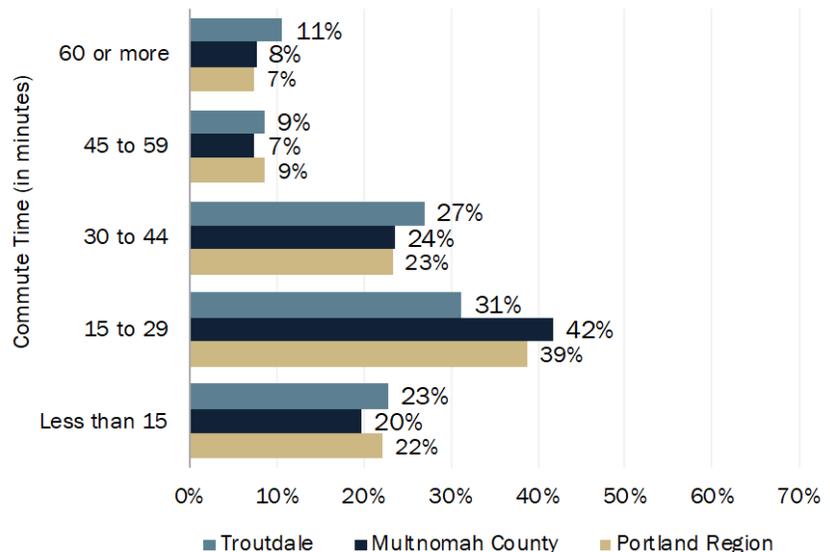


During the 2013–2017 period, the majority of Troutdale residents (54%) had a commute time that took less than 30 minutes.

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.

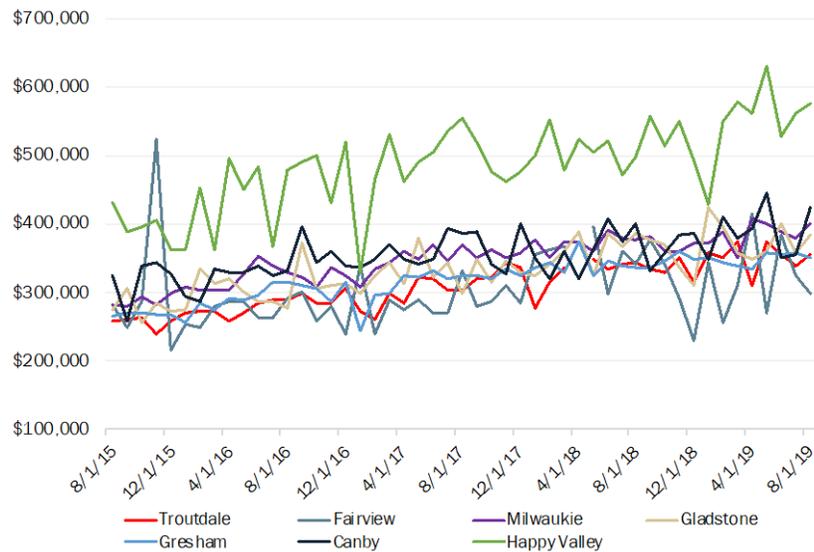


**Between August 2015 and August 2019, home sales prices in Troutdale followed similar trends to other nearby cities, with the exception of Happy Valley.**

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.



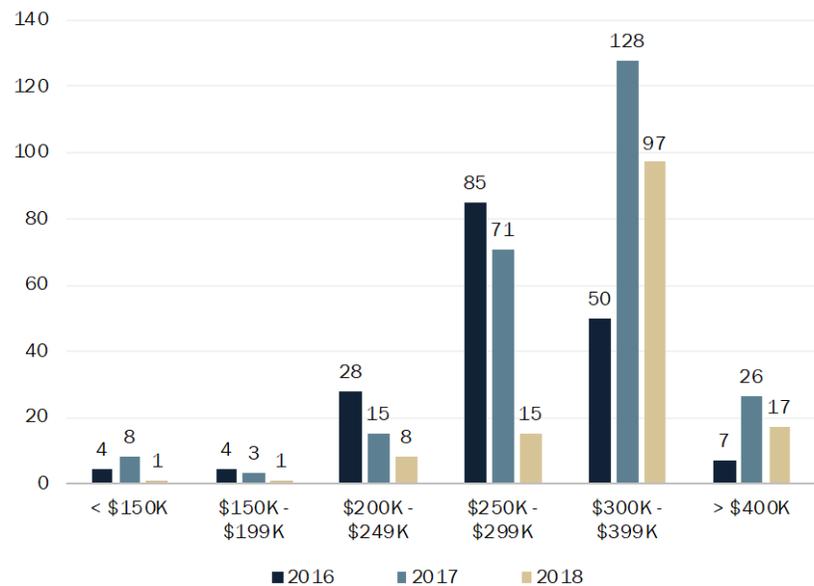
**In 2017 to 2018, the largest share of homes sold in Troutdale were between \$300,000 and \$400,000.**

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.



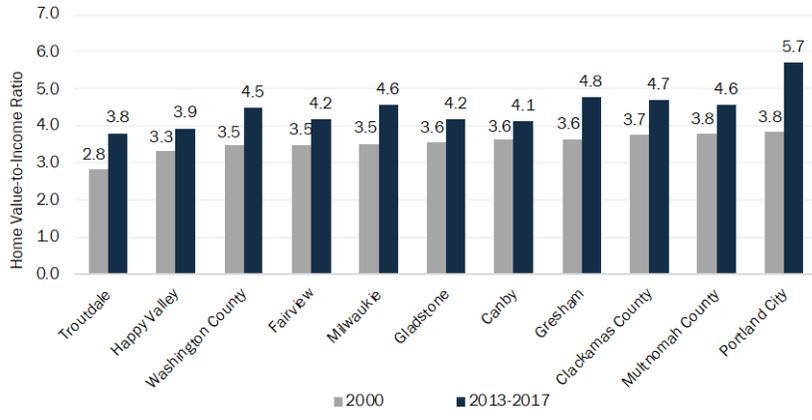
Since 2000, housing costs in Troutdale have increased faster than household incomes.

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 2013–2017<sup>39</sup>**

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.

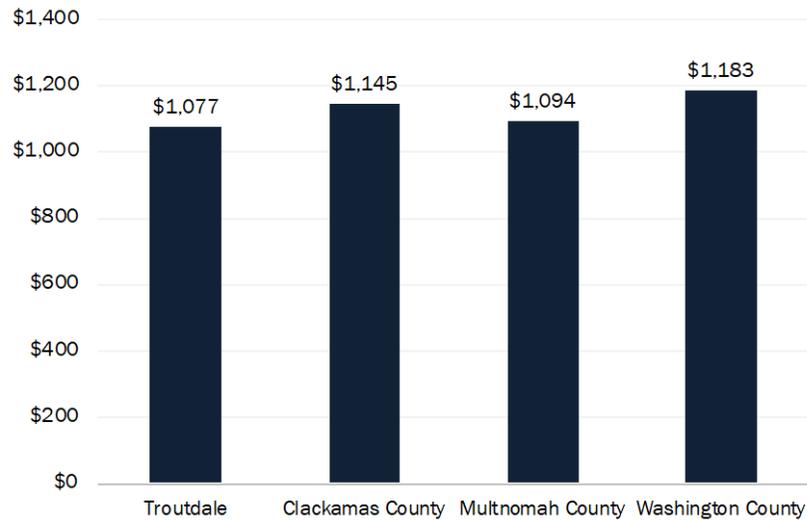
<sup>39</sup> This ratio compares the median value of housing in Troutdale (and other places) to the median household income. Inflation-adjusted median owner values in Troutdale increased from \$162,400 in 2000 to \$252,500 in 2013–2017. Over the same period, inflation-adjusted median income decreased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

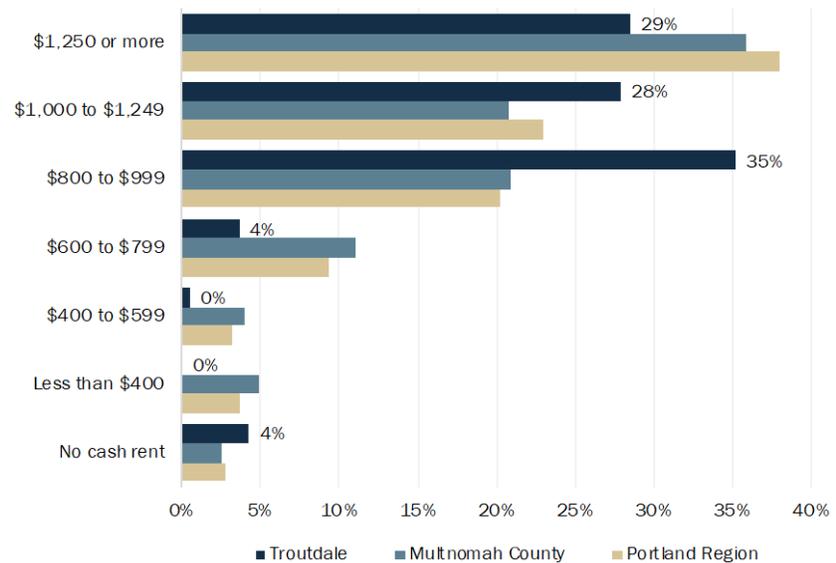


**The majority of Troutdale renter households (57%) paid more than \$1,000 per month in rent.**

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.

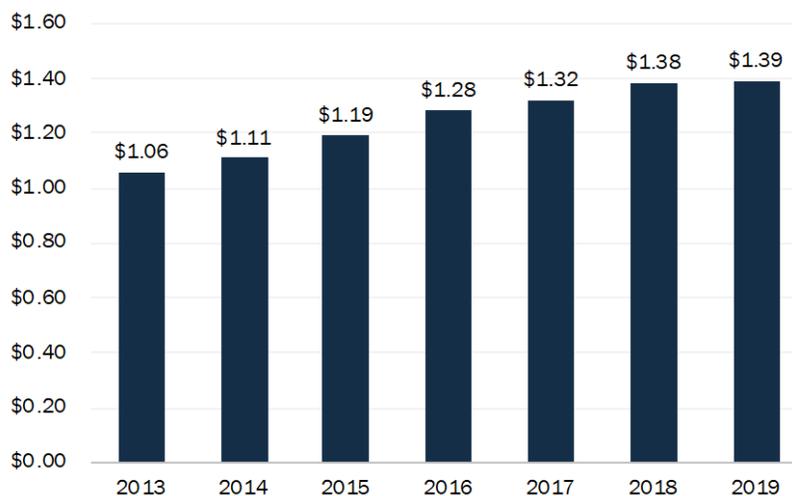


**Troutdale's average asking multifamily rent per square foot has increased approximately 31% over 2013 to July 2019.**

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.<sup>40</sup> 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.

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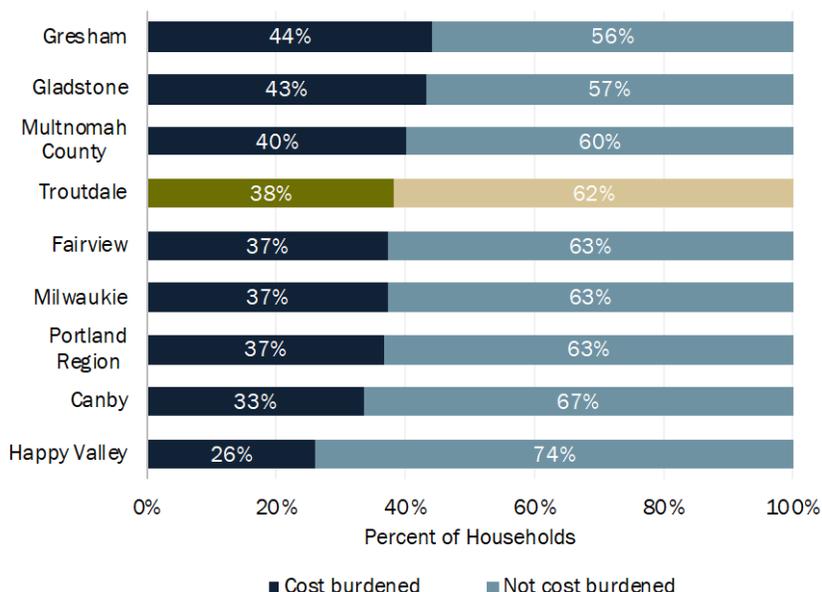
<sup>40</sup> Cities with populations greater than 10,000 residents are required, per HB 4006, to assess "rent burden" if more than 50% of renters are cost burdened. As of the 2013–2017 period, 56% of total renter households in Troutdale were cost burdened. Upon further assessment, we found that 38% 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**

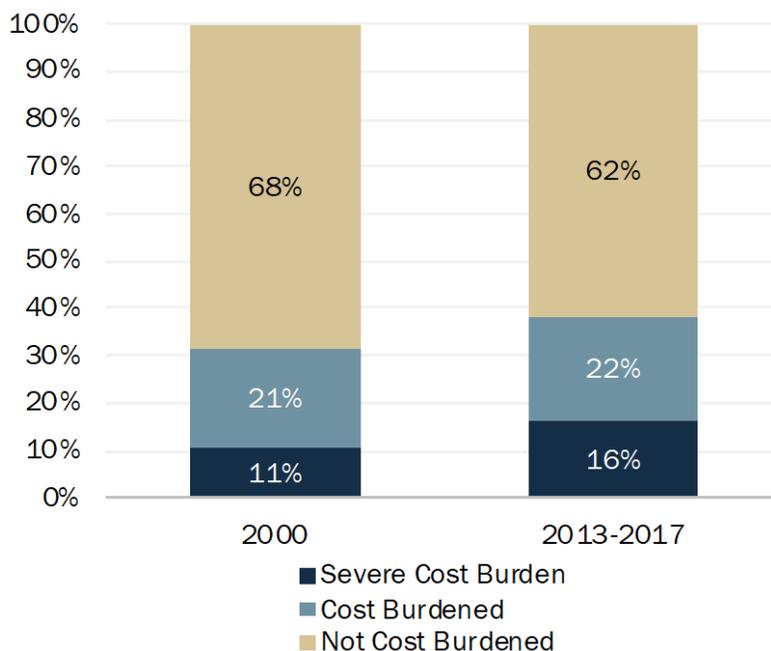
Source: U.S. Census Bureau, 2013–2017 ACS Tables B25091 and B25070.



**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**

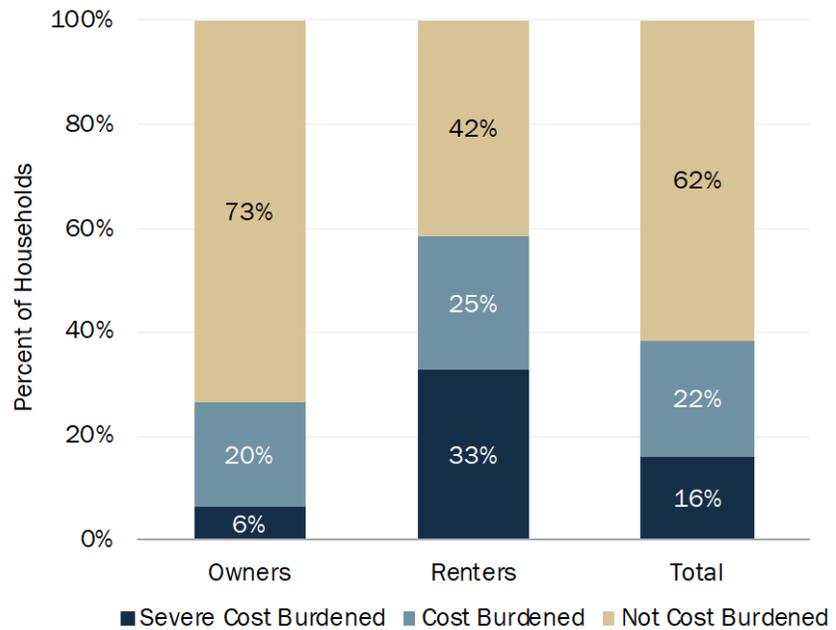
Source: U.S. Census Bureau, 2000 Decennial Census, Tables H069 and H094; 2013–2017 ACS Tables B25091 and B25070.



**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.

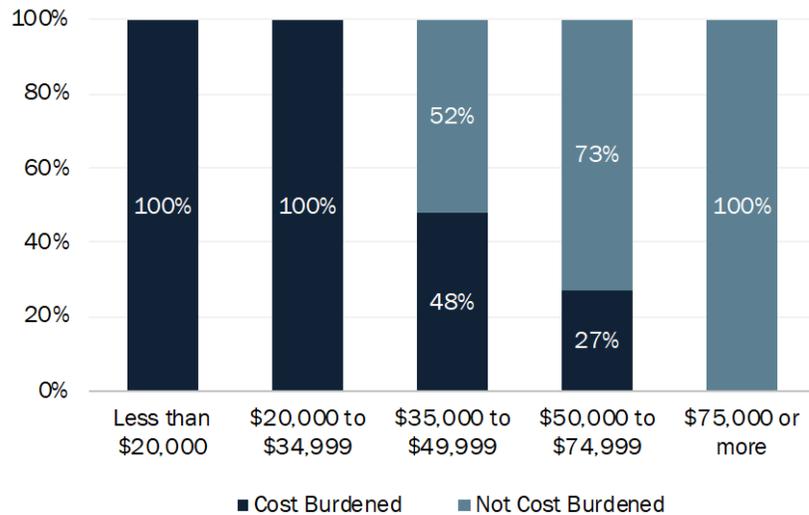
**Exhibit 67. Housing Cost Burden by Tenure, Troutdale, 2013–2017**  
Source: U.S. Census Bureau, 2013–2017 ACS Tables B25091 and B25070.



**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.

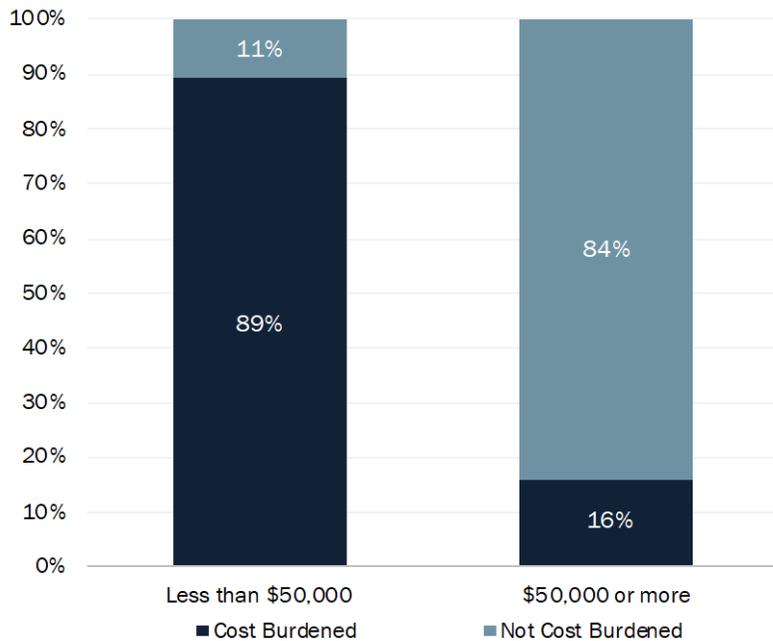


**During the 2013–2017 period, 89% of owner households with a mortgage and earning less than \$50,000 per year were cost burdened.**

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.

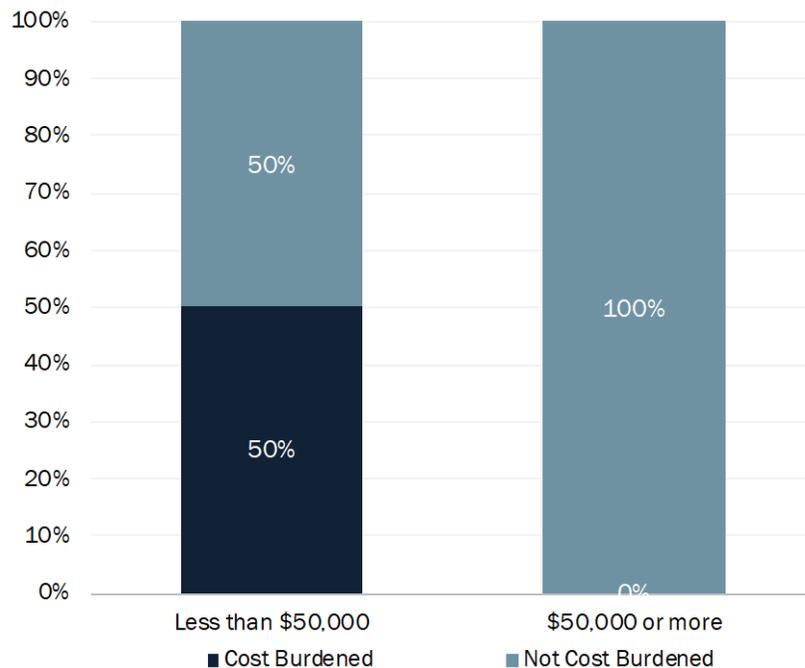


**During the 2013–2017 period, all owner households without a mortgage and earning \$50,000 or more per year were not cost burdened.**

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**

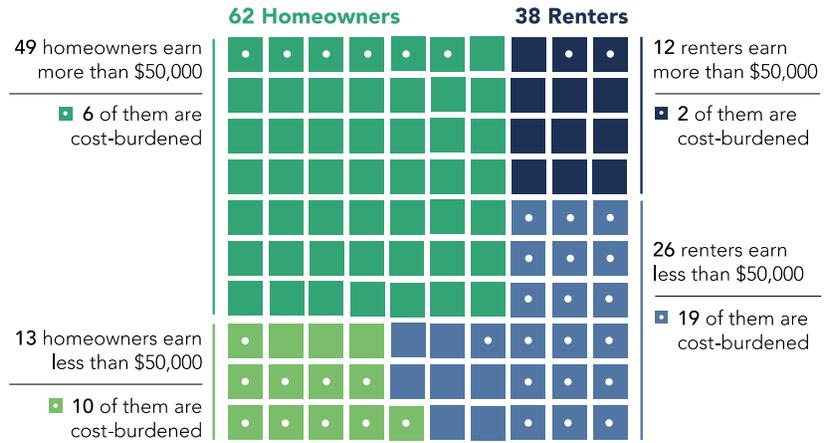
Source: U.S. Census Bureau, 2013–2017 ACS Table B25074.



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.

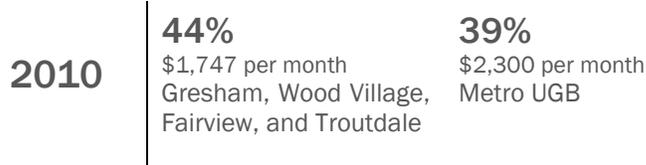
**Residents in the Gresham, Wood Village, Fairview, and Troutdale region spend approximately 44% of their household income on housing and transportation costs.**

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.**

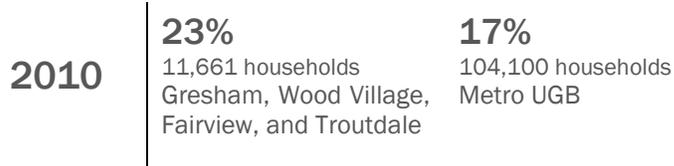
**Exhibit 72. Average Cost of Transportation and Housing as a Percent of Income, Gresham, Wood Village, Fairview, and Troutdale, and the Metro Region, 2010**

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.

<b>\$1,131</b>	<b>\$1,234</b>	<b>\$1,441</b>	<b>\$2,084</b>	<b>\$2,531</b>
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.

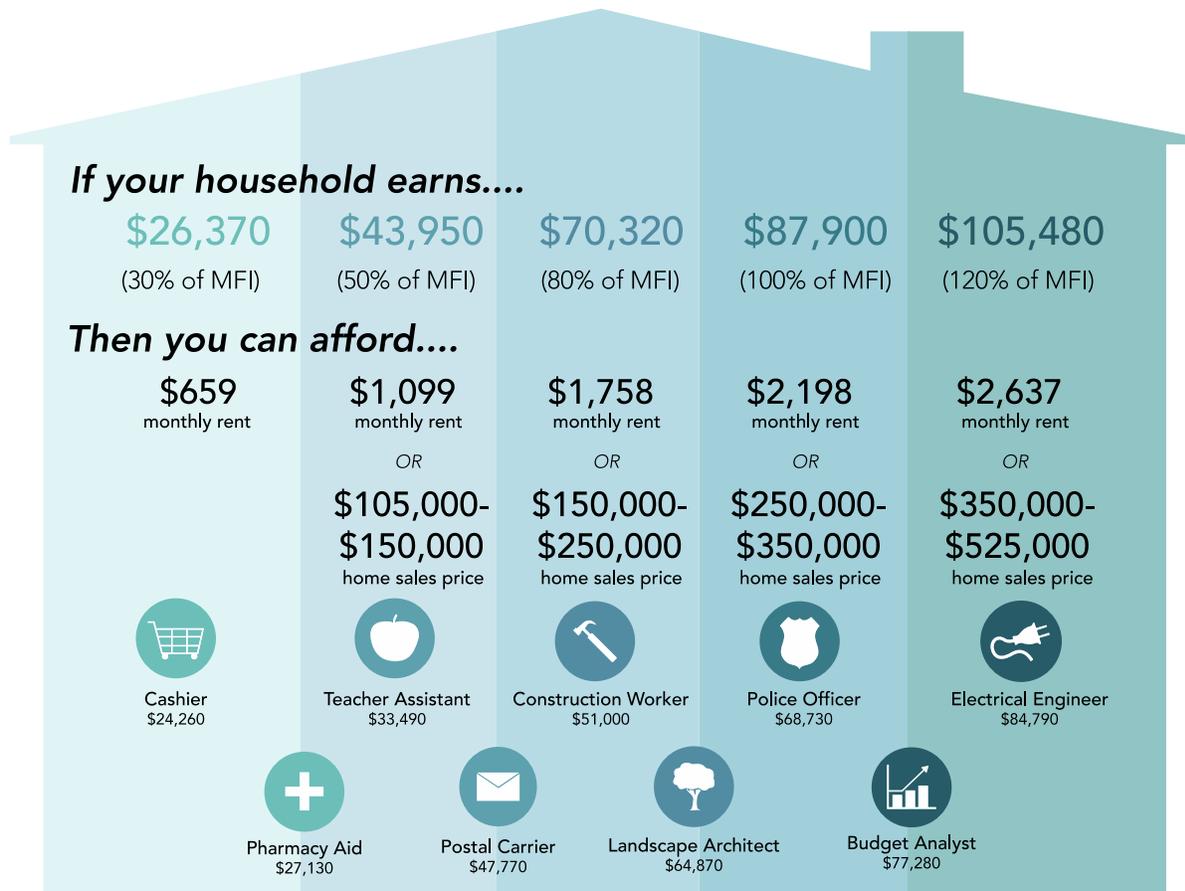
**\$27.71 per hour**

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)<sup>41</sup> 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.



<sup>41</sup> 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.

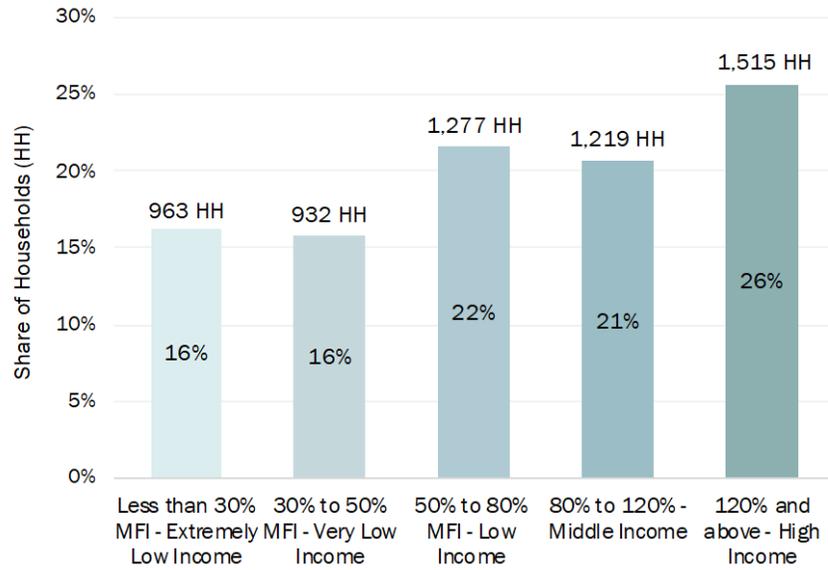


Exhibit 78 illustrates the types of financially attainable housing by income level in Multnomah County. Generally speaking, lower-income households will be renters occupying existing housing. Newly built housing will be a combination of renters (most likely in multifamily housing) and homeowners. The 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**

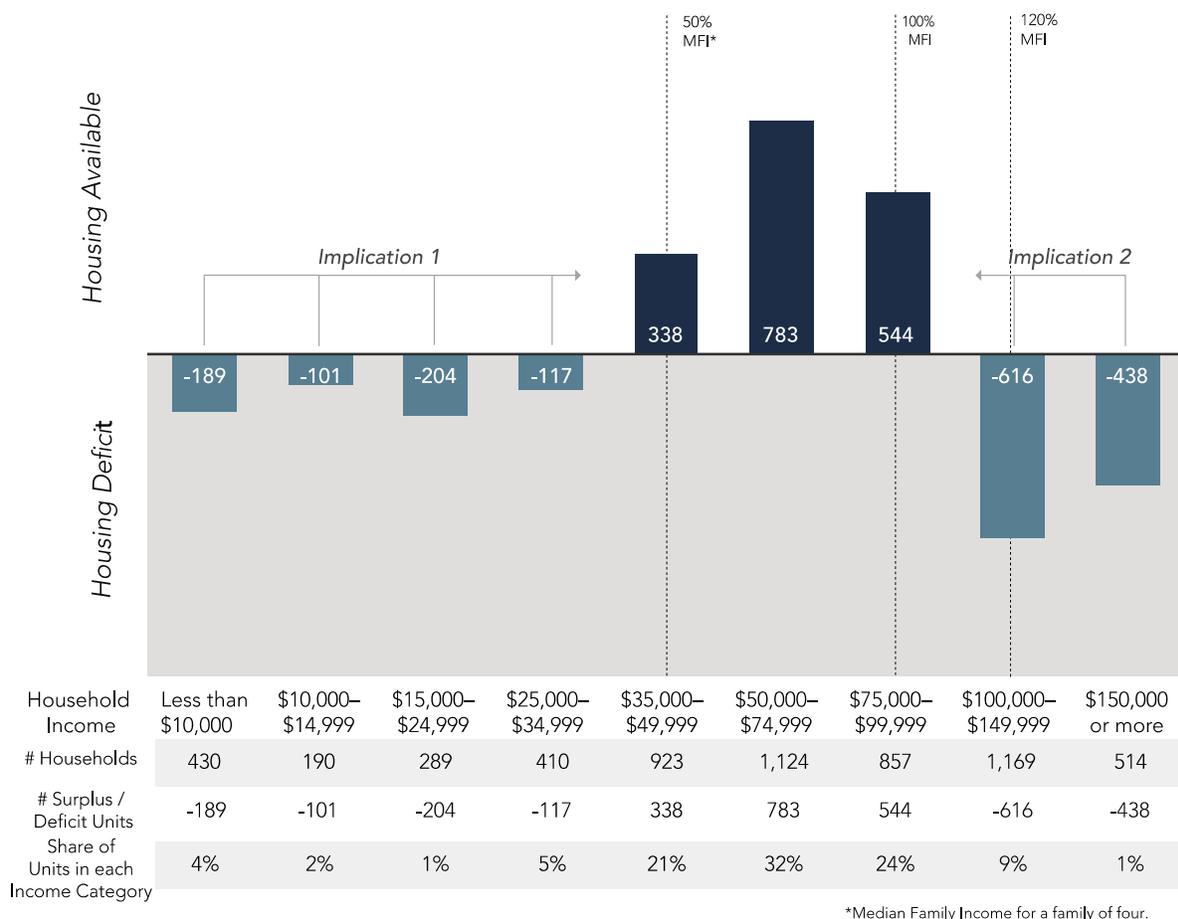
Source: U.S. Department of Housing and Urban Development, Multnomah County, Fiscal Year 2019.



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.



#### 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."<sup>42</sup> 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.<sup>43</sup>
- **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

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

<sup>43</sup> 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.<sup>44</sup> The decline in homeownership among the Millennial generation has more to do with financial barriers rather than the preference to rent.<sup>45</sup>
- *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.<sup>46</sup>

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<sup>44</sup> 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](https://www.urban.org/research/publication/millennial-homeownership/view/full_report)

<sup>45</sup> *Ibid.*

<sup>46</sup> 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

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## 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 2020<sup>47</sup> to 6,544 households in 2040, an increase of 720 households.<sup>48</sup>

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.

	<b>New DU City Limits</b>
Household Forecast 2020	5,824
Household Forecast 2040	6,544
<b>Total New Dwelling Units (2020-2040)</b>	<b>720</b>
<b>Annual Average of New Dwelling Units</b>	<b>36</b>

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<sup>47</sup> 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).

<sup>48</sup> 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.<sup>49</sup> 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

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<sup>49</sup> 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 660-007<sup>50</sup>:
  - **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.

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<sup>50</sup> 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)
<b>Needed new dwelling units (2020-2040)</b>	720
Dwelling units by structure type	
Single-family detached	
Percent single-family detached DU	50%
<b>equals Total new single-family detached DU</b>	360
Single-family attached	
Percent single-family attached DU	15%
<b>equals Total new single-family attached DU</b>	108
Duplex, Triplex, Quadplex	
Percent duplex, triplex, quadplex	17%
<b>Total new duplex, triplex, quadplex</b>	122
Multifamily (5+ units)	
Percent multifamily (5+ units)	18%
<b>Total new multifamily (5+ units)</b>	130
<b>equals Total new dwelling units (2020-2040)</b>	<b>720</b>

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
<b>Multifamily (5+ units)</b>	0	14	88	0	28	130
<b>Total</b>	<b>142</b>	<b>203</b>	<b>223</b>	<b>98</b>	<b>54</b>	<b>720</b>
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%
<b>Multifamily (5+ units)</b>	0%	2%	12%	0%	4%	18%
<b>Total</b>	<b>20%</b>	<b>28%</b>	<b>31%</b>	<b>14%</b>	<b>8%</b>	<b>100%</b>

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 acres<sup>51</sup> to account for land needed for rights-of-way by plan designation in Troutdale, based on Metro’s methodology of existing rights-of-way.<sup>52</sup>

- **Low-density residential:**<sup>53</sup> 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.

<sup>51</sup> 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.

<sup>52</sup> 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.

<sup>53</sup> 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
<b>Urban Planning Area LDR</b>	<b>5.1</b>	<b>0%</b>	<b>5.1</b>	<b>5.1</b>	<b>10%</b>	<b>4.6</b>	<b>5.1</b>	<b>18.5%</b>	<b>4.2</b>
<b>Commercial</b>	<b>18.6</b>	<b>0%</b>	<b>18.6</b>	<b>18.6</b>	<b>10%</b>	<b>16.8</b>	<b>18.6</b>	<b>18.5%</b>	<b>15.2</b>

## Needed Housing by Income Level

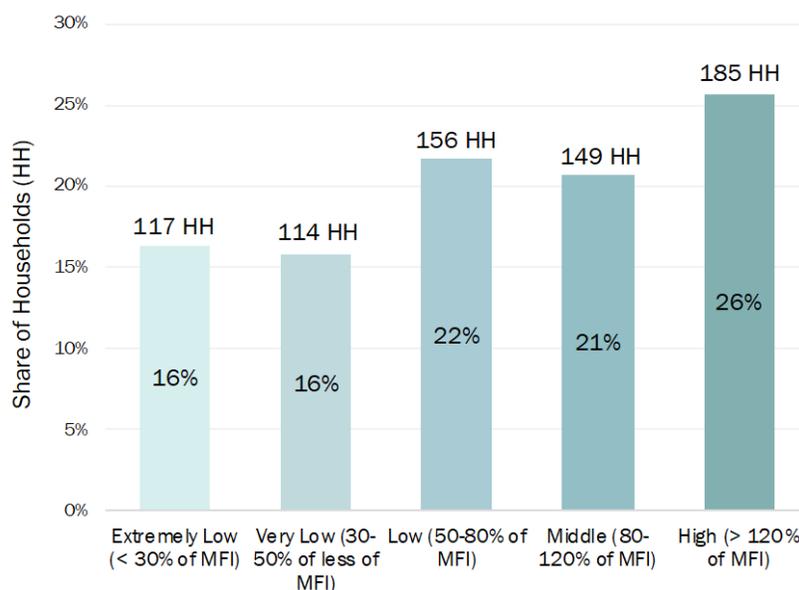
The next step in the Housing Needs Analysis is to develop an estimate of need for housing by income and housing type. This analysis requires an estimate of the income distribution of current and future households in the community. Estimates presented in this section are based on (1) secondary data from 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,<sup>54</sup> 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.

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<sup>54</sup> 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,<sup>55</sup> 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

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<sup>55</sup> 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

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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,”<sup>56</sup> can be used to evaluate different ways that vacant residential land may build out by applying different assumptions.

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<sup>56</sup> 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
<b>Total</b>	<b>6</b>	<b>-</b>	<b>65</b>	<b>7</b>	<b>-</b>	<b>76</b>	<b>126</b>	<b>-</b>	<b>952</b>	<b>139</b>	<b>1,093</b>

# 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
<b>Commercial</b>	13	210	54	156	8
<b>Total</b>	<b>139</b>	<b>1,093</b>	<b>720</b>	<b>373</b>	<b>32</b>

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

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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

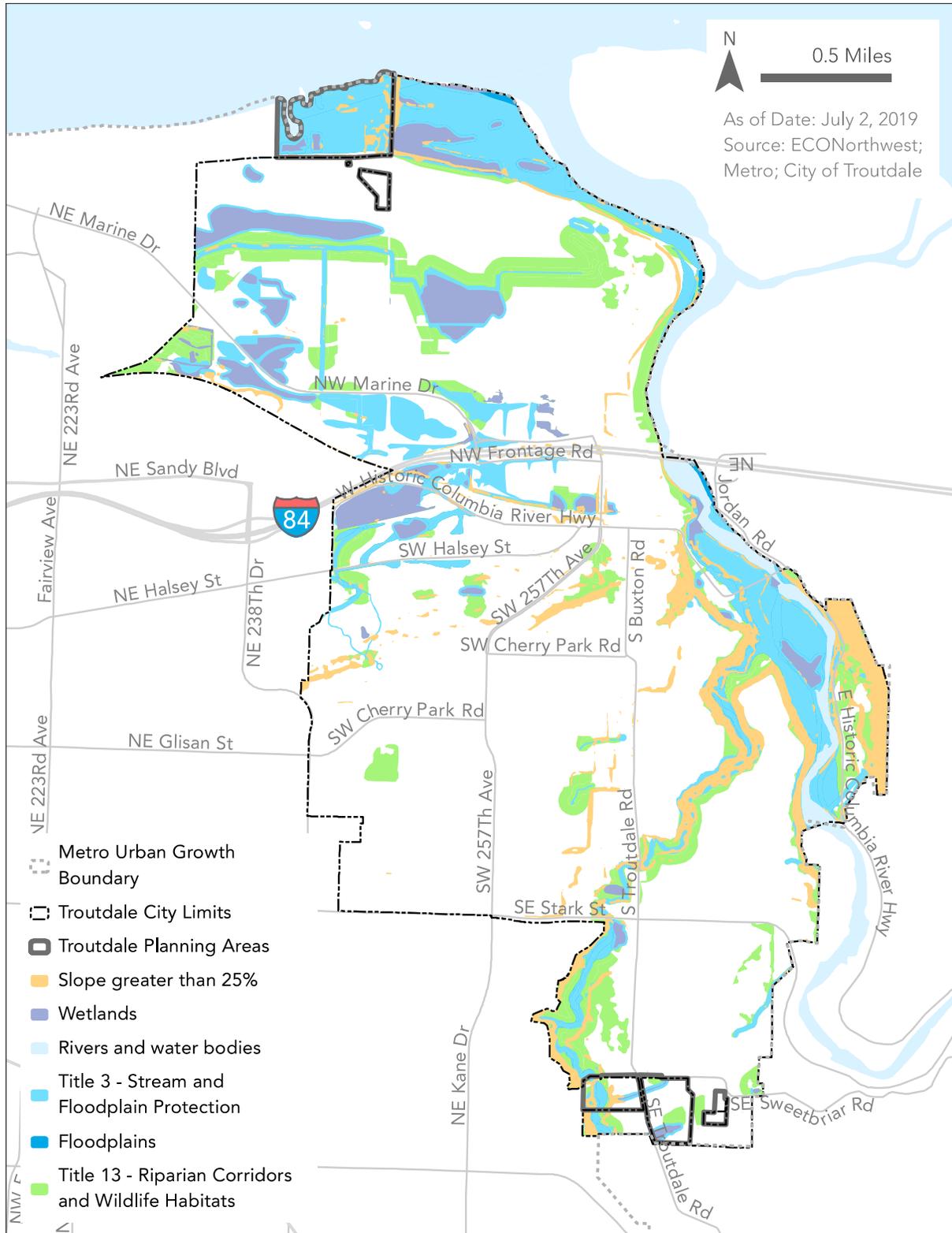
Consistent with OAR 660-008-0005(2) guidance on residential buildable lands inventories, ECO deducted certain lands with development constraints from vacant lands. We used some of the constraints established in Metro’s methodology, with modifications to fit local considerations in Troutdale. These constraints are summarized in the table below.

Constraint	Statutory Authority	Threshold
<b>Goal 5 Natural Resource Constraints</b>		
Riparian Corridors and Habitat (Title 13)	OAR 660-008-0005(2)	Regionally Significant Riparian & Upland Wildlife habitat, Habitats of Concern, and impact areas
Wetlands		
<b>Natural Hazard Constraints</b>		
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.

## **RESOLUTION NO.**

### **A RESOLUTION ADOPTING THE 2020 HOUSING NEEDS ANALYSIS**

#### **THE TROUTDALE CITY COUNCIL FINDS AS FOLLOWS:**

1. Oregon Statewide Land Use Goals include Goal 10, which addresses a community's housing needs.
2. The City of Troutdale is required to inventory its "buildable lands" that are suitable and available for residential use to ensure a 20-year land supply.
3. A Housing Needs Analysis has been prepared which has inventoried the buildable lands and analyzed development code standards in compliance with provisions with Oregon House Bill 2003, Oregon Administrative Rules 660-007, and other regulatory provisions.
4. The Housing Needs Analysis prepared indicates that Troutdale is in substantial conformance with its obligations to state law and regional conformance.
5. A corresponding Housing Strategy should be adopted by the end of the calendar year as part of a Comprehensive Land Use Plan to complement the Housing Needs Analysis and update the City's housing goals with a new set of objectives and policies that must comply with state law and regional policies.

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

- Section 1. The Housing Needs Analysis as presented and provided in Attachment A is hereby adopted.

Section 2. The City Council directs the Housing Committee and Planning Commission to finalize the housing strategy component to compliment the Housing Needs Analysis for future consideration of a text amendment application to Goal 10 the Comprehensive Land Use Plan for adoption to occur no later than November 30, 2020.

**YEAS:**  
**NAYS:**  
**ABSTAINED:**

---

**Casey Ryan, Mayor**

---

**Date**

---

**Sarah Skroch, City Recorder**  
**Adopted:**

---

# **City of Troutdale**

## **Housing Needs Analysis**

---

December 2019

Prepared for:

City of Troutdale

**DRAFT REPORT**

**ECONorthwest**  
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# Acknowledgements

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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.

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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)
<b>Single Family Detached</b>				
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
		<b>Subtotal</b>	<b>45</b>	
<b>Multifamily</b>				
2018	Eagle Ridge	Multifamily (Apartments)	216	Complete in 2020
2018	Cherry Park Apts.	Multifamily (Apartments)	24	Under Construction
		<b>Subtotal</b>	<b>240</b>	
<b>Middle Housing</b>				
2018	Lancaster Park	Middle Housing (Townhomes)	70*	Under Construction
2018	Howard Estates	Middle Housing (Townhomes)	40**	Under Construction
		<b>Subtotal</b>	<b>110</b>	

\* 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).<sup>1</sup> 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:

---

<sup>1</sup> 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.<sup>2</sup>
- (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)).

---

<sup>2</sup> 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.<sup>3</sup>

## **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).

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<sup>3</sup> 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

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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).<sup>4</sup>

### 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
<b>Residential</b>							
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%
<b>Commercial</b>							
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%
<b>Total</b>	<b>143</b>	<b>102</b>	<b>0.5</b>	<b>1,012</b>	<b>195</b>	<b>1,452</b>	<b>100%</b>

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
<b>Residential</b>				
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
<b>Commercial</b>				
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
<b>Total</b>	<b>1,452</b>	<b>1,041</b>	<b>273</b>	<b>139</b>

<sup>4</sup> 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
<b>Residential</b>			
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
<b>Commercial</b>			
Master Plan Mixed Use	0	0	0
Commercial (CBD)	2	2	0
Commercial (MO/H)	11	11	0
Commercial (NC)	0	0	0
<b>Total</b>	<b>139</b>	<b>75</b>	<b>64</b>

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**

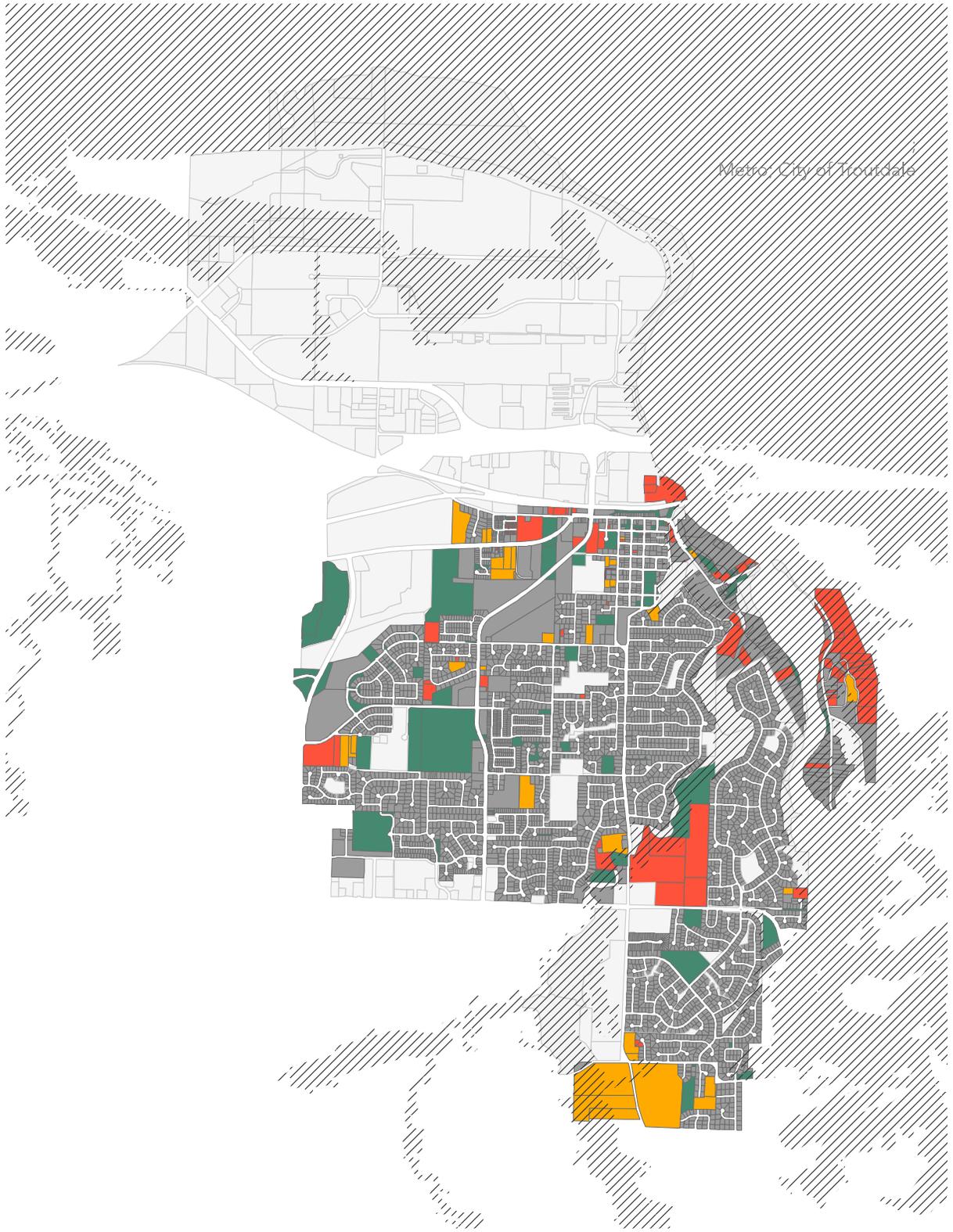


Exhibit 6. Unconstrained Vacant and Partially Vacant Residential Land, Troutdale City Limits, 2019



## 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.<sup>5</sup>

- **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.

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<sup>5</sup> Oregon Metro. Appendix 2: Buildable Lands Inventory. November 21, 2018.  
[https://www.oregonmetro.gov/sites/default/files/2018/12/03/Appendix2-BuildableLandsInventory\\_12032018.pdf](https://www.oregonmetro.gov/sites/default/files/2018/12/03/Appendix2-BuildableLandsInventory_12032018.pdf)

### 3. Historical and Recent Development Trends

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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).<sup>6</sup>

It is worth commenting on the methods used for the American Community Survey.<sup>7</sup> 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.

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

<sup>7</sup> 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.

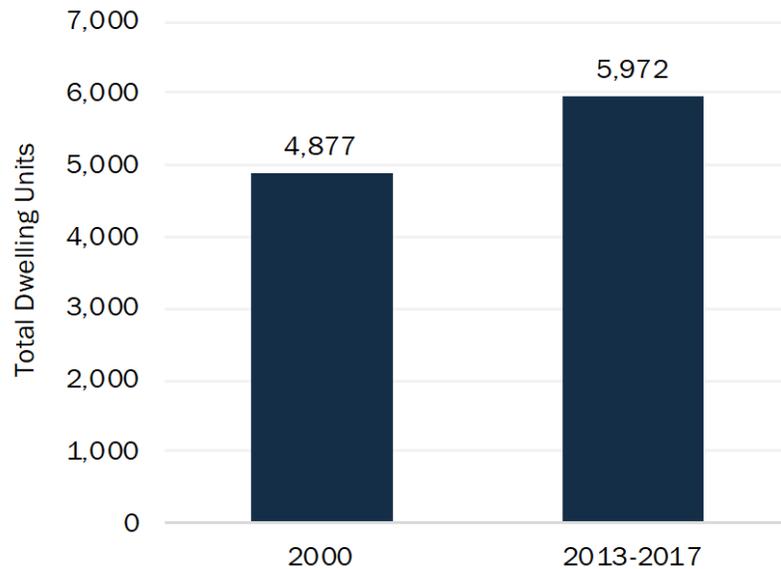
## Housing Mix

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.

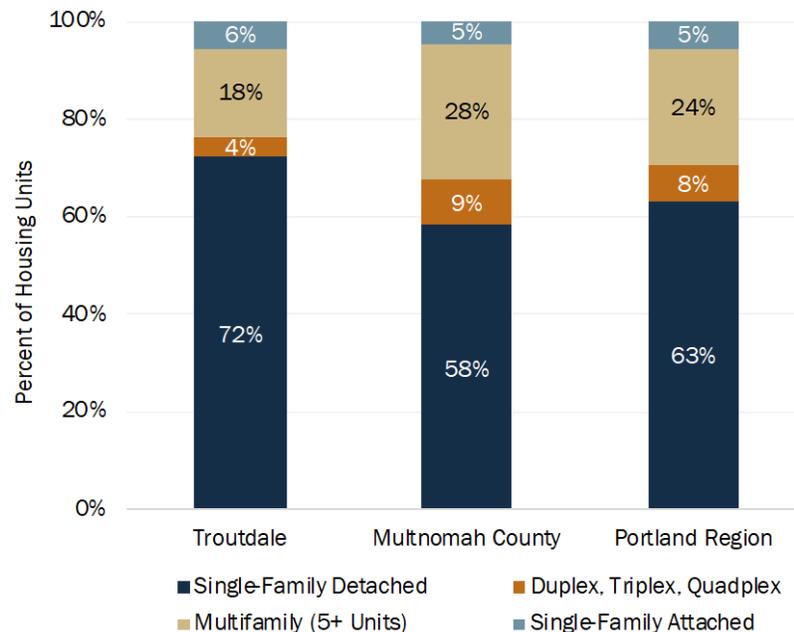


Troutdale has a larger share of single-family detached housing and a smaller share of multifamily housing relative to Multnomah County and the Portland region.

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.

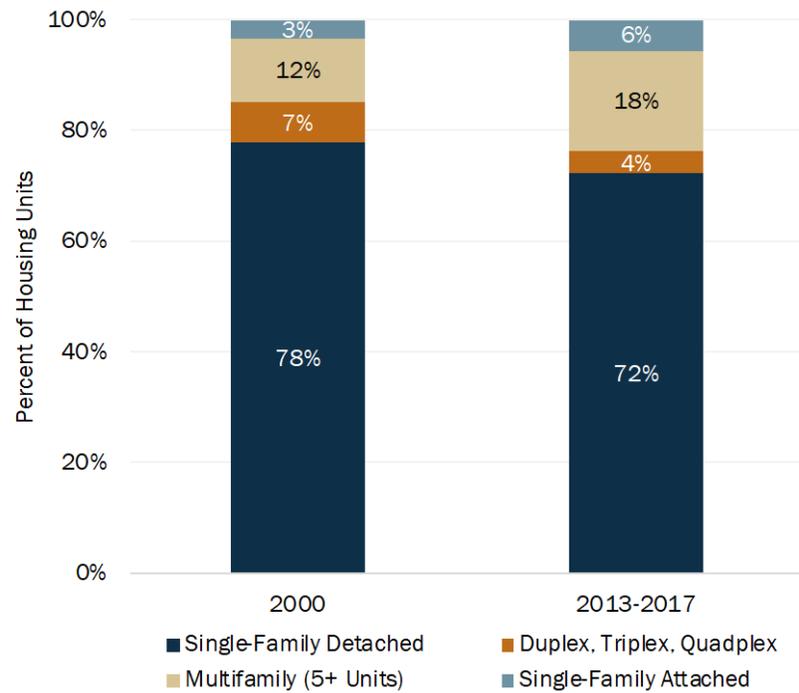


**From 2000 to 2013–2017, Troutdale’s housing mix shifted to a larger share of single-family attached and multifamily housing.**

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

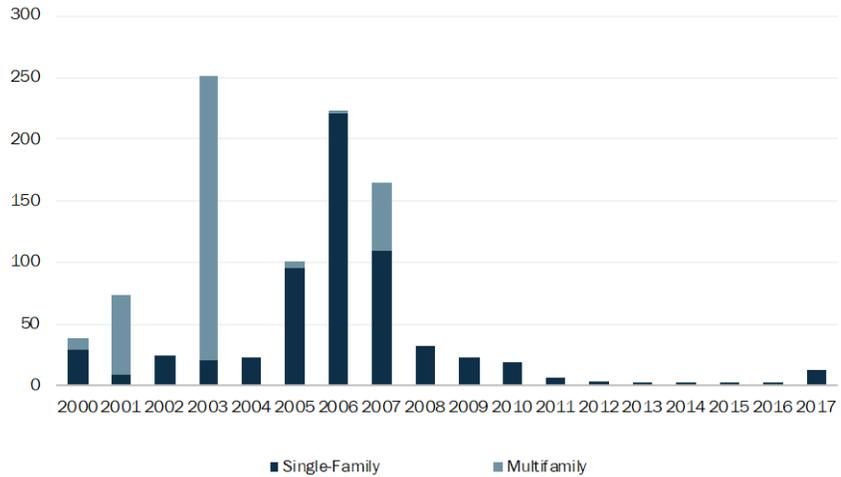
Over the 2000 to 2017 period, Troutdale added 1,006 dwelling units, with an annual average of 28 dwelling units.

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

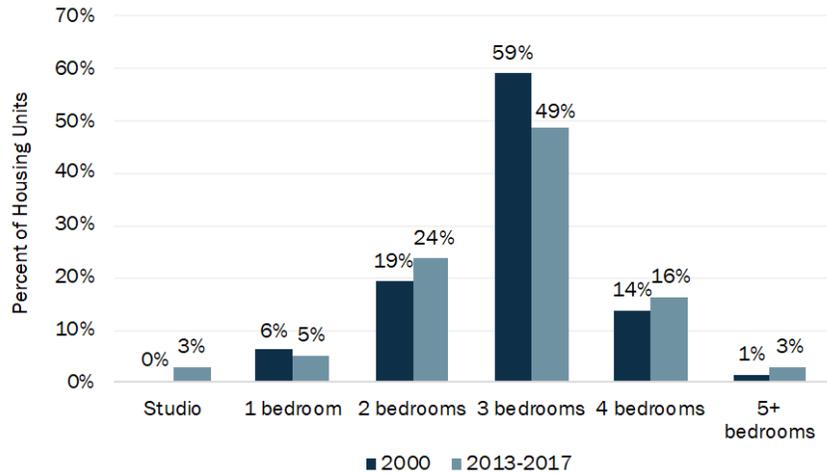
This section provides an overview of dwelling unit size in Troutdale.

**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.

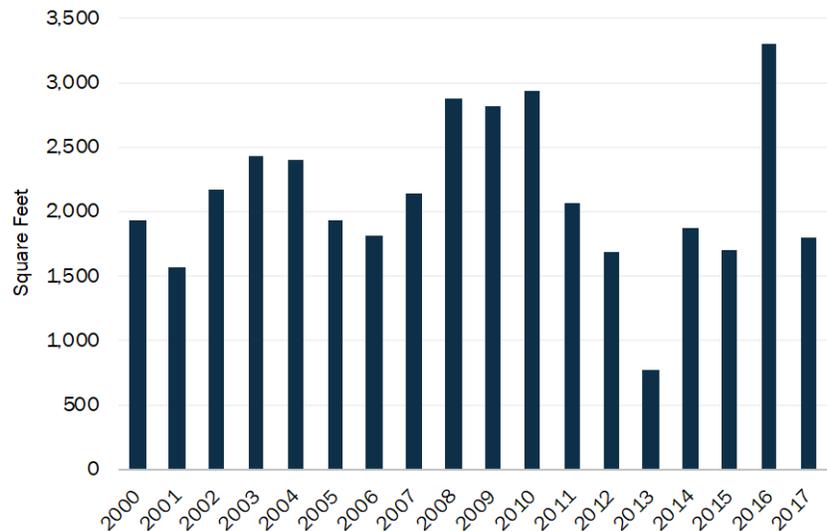


**Single-family units built in Troutdale since 2000, averaged 2,074 sq. ft. per unit.**

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
<b>Commercial</b>	41	2	18.6				41	2	18.6
<b>Total</b>	637	76	8.3	369	23	15.9	1,006	100	10.1

## Trends in Tenure

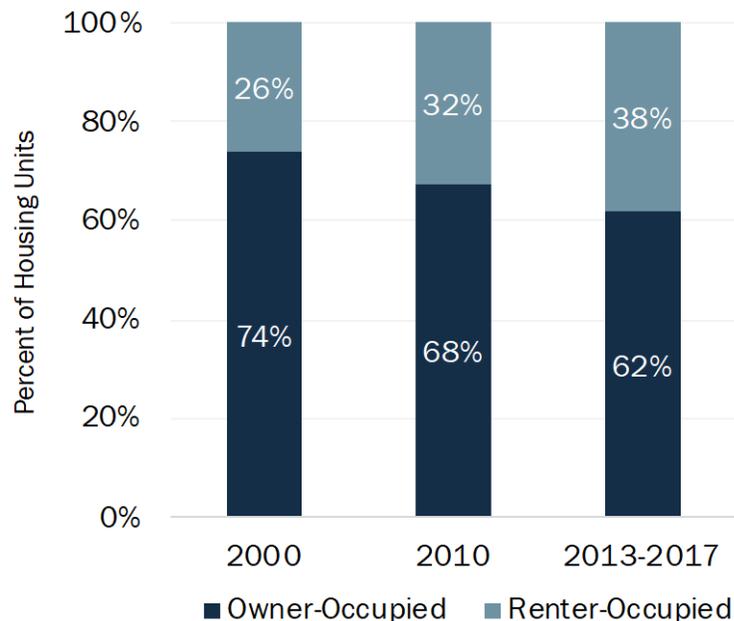
Housing tenure describes whether a dwelling unit is owner or renter-occupied. This section shows:

- **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.

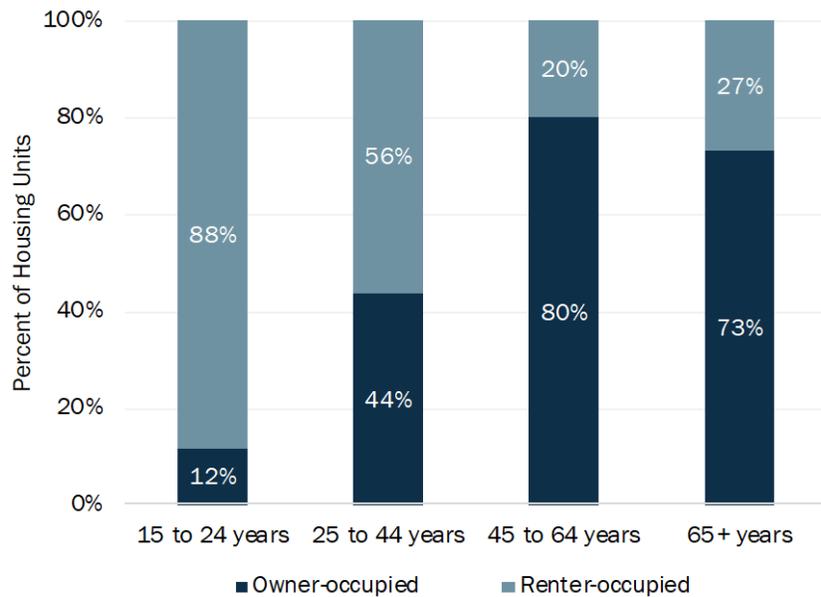


During the 2013–2017 period, Troutdale residents 45 years of age and older tended to own their homes as opposed to renting them.

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**

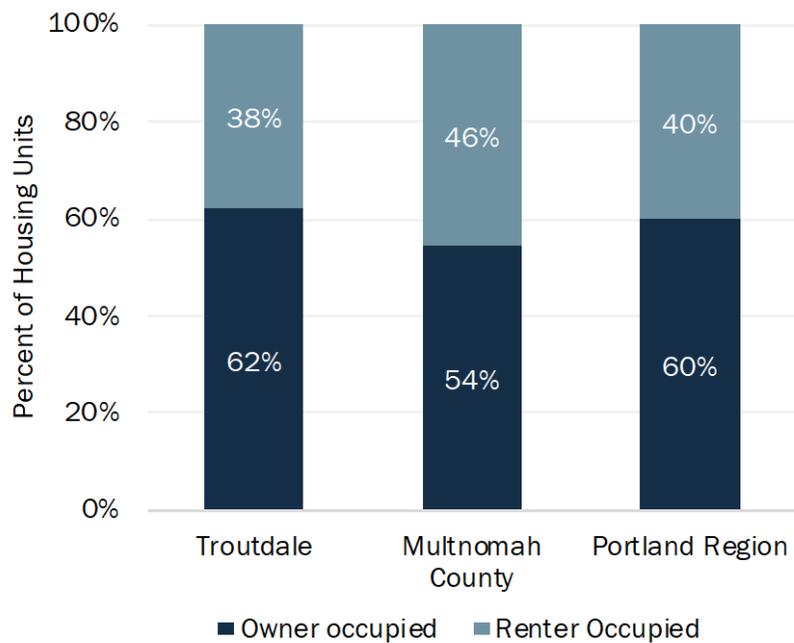
Source: 2013–2017 ACS 5-Year Estimates, Table B25007.



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.

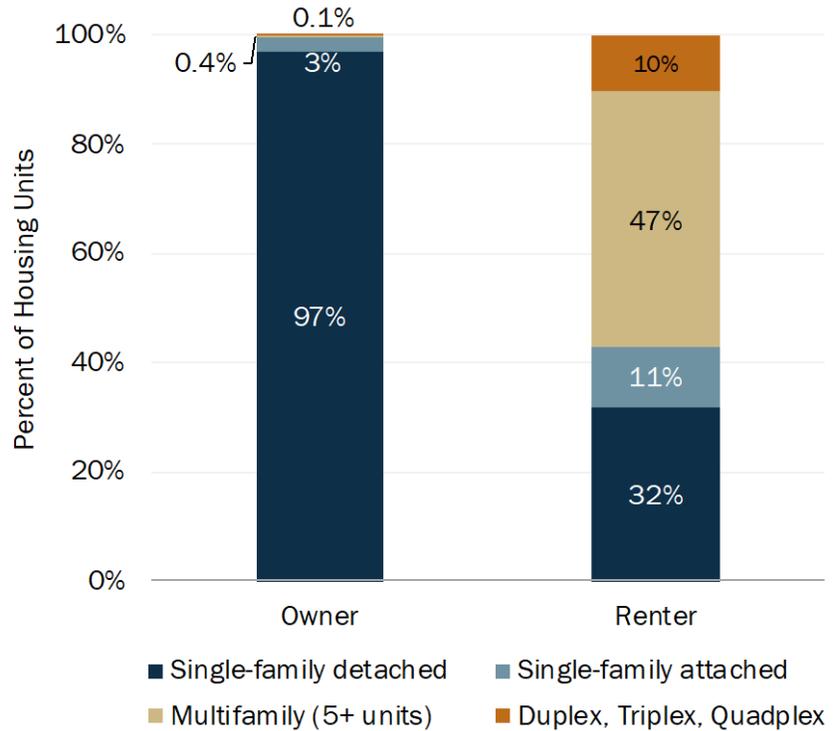


**The vast majority of Troutdale homeowners (97%) lived in single-family detached housing during the 2013–2017 period.**

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**

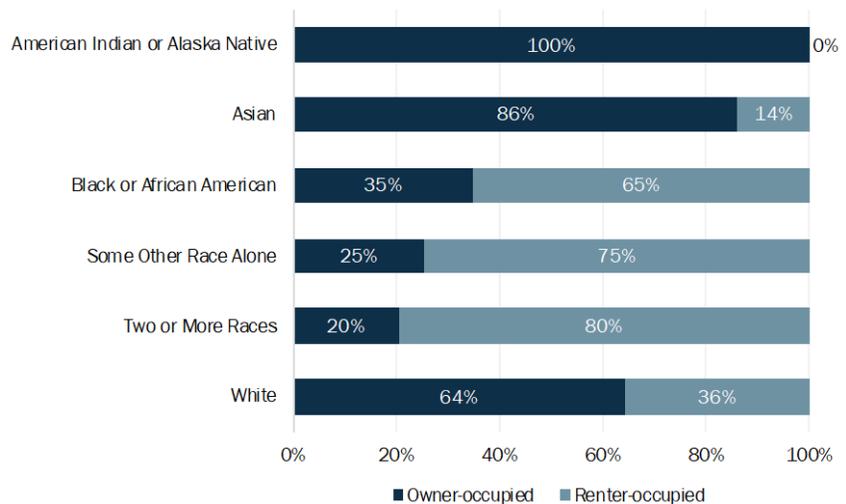
Source: U.S. Census Bureau, 2013–2017 ACS Table B25032.



**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.

<b>Latinx Head of Household</b>	<b>44%</b> Homeowners	<b>56%</b> Renters
---------------------------------	--------------------------	-----------------------

## 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**

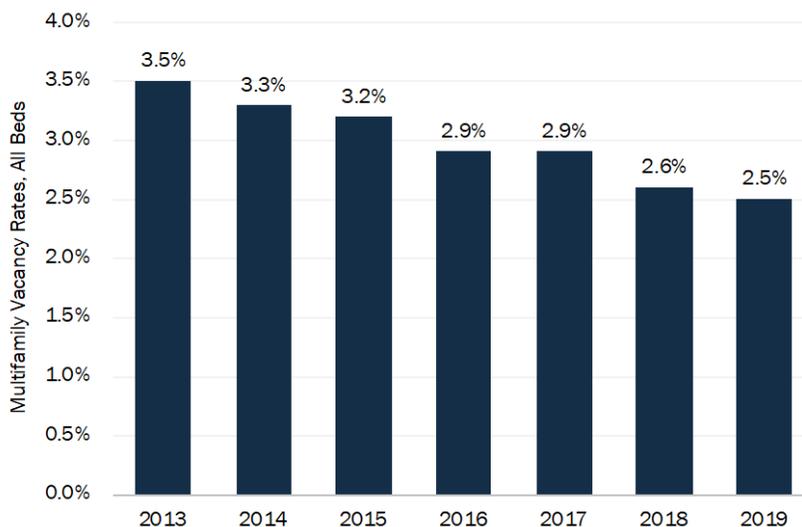
Source: U.S. Census Bureau, 2000 Decennial Census SF1 Table H005, 2013–2017 ACS Table B25004.

<b>2000</b>	<b>4.0%</b> Of Total Dwelling Units
<b>2013–2017</b>	<b>1.1%</b> 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.

<b>2000</b>	<b>17 Units</b>	<b>0.3%</b> Share of Total Dwelling Units
<b>2013–2017</b>	<b>29 Units</b>	<b>0.5%</b> 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
<b>Total</b>	<b>432</b>	<b>431</b>			

## 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.<sup>8</sup>

Home Forward identified a potential site (at SW Kendall and SW 2<sup>nd</sup> 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.

<sup>8</sup> 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.<sup>9</sup> 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
<b>Total</b>			<b>367</b>	<b>1</b>	

<sup>9</sup> 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

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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 Choice<sup>10</sup>

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.

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<sup>10</sup> 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 Trends<sup>11</sup>

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.

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<sup>11</sup> 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,<sup>12</sup> 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.**<sup>13</sup> 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

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<sup>12</sup> 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.

<sup>13</sup> 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](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.<sup>14</sup> 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."<sup>15</sup> 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.<sup>16</sup> 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."<sup>17</sup> 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."<sup>18</sup>

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

<sup>15</sup> 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/](https://shelterforce.org/2015/05/30/meeting_the_housing_needs_of_an_aging_population/)

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

<sup>17</sup> Ibid.

<sup>18</sup> 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.<sup>19</sup> 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%.<sup>20</sup> 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.

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<sup>19</sup> 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).

<sup>20</sup> 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:<sup>21</sup>
  - *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.

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<sup>21</sup> 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),<sup>22</sup> 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.<sup>23</sup>

## 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:<sup>24</sup>

- 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.

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<sup>22</sup> 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>

<sup>23</sup> 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](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.

<sup>24</sup> 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 Oregon<sup>25</sup> 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.<sup>26</sup>

- **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.

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<sup>25</sup> 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>

<sup>26</sup> 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.

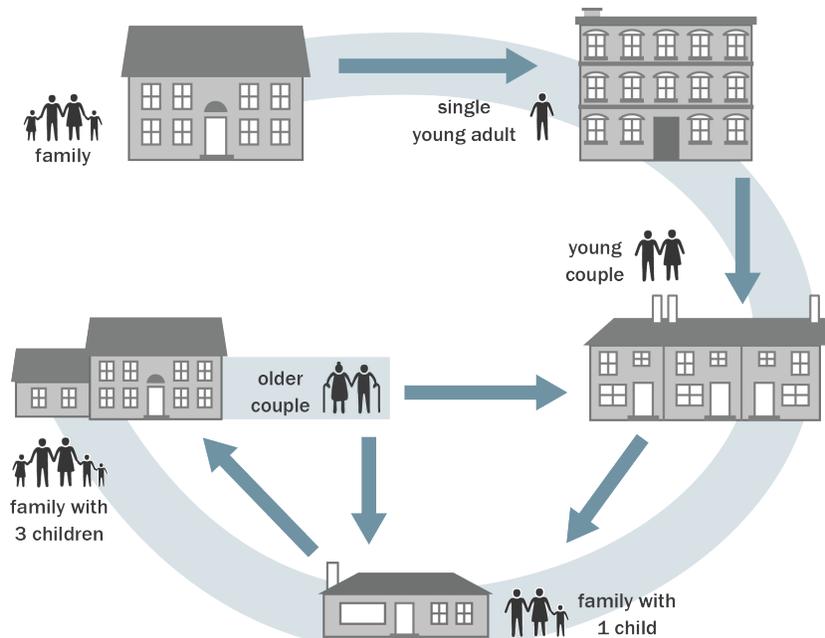
An individual's housing needs change throughout their life, with changes in income, family composition, and age. The types of housing needed by a 20-year-old college student differ from the needs of a 40-year-old parent with children, or an 80-year-old single adult. As Troutdale's population ages, different 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%.<sup>27</sup>

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

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

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

<sup>27</sup> 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.<sup>28</sup> 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.<sup>29</sup>

- **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.<sup>30</sup> 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.

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<sup>28</sup> 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>.

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

<sup>30</sup> 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.<sup>31</sup>

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.<sup>32</sup> 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.

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<sup>31</sup> 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.

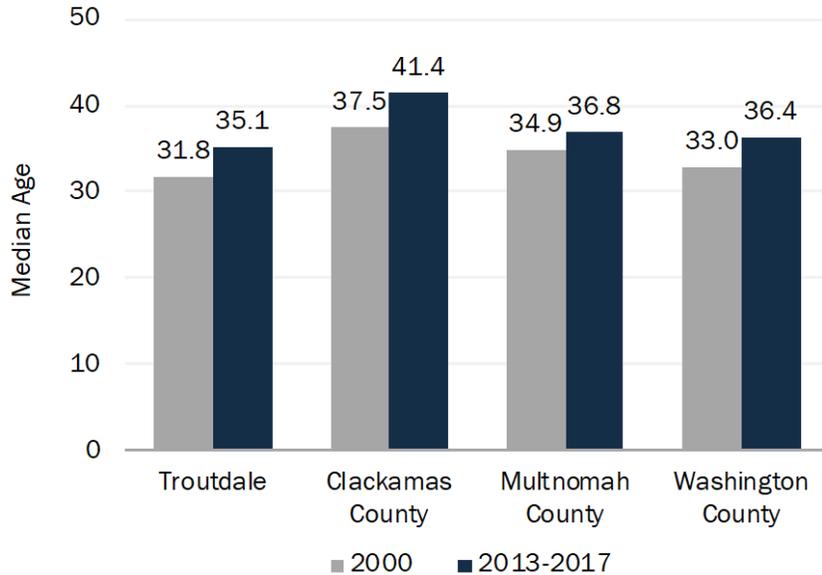
"Survey Says: Home Trends and Buyer Preferences," National Association of Home Builders International Builders

<sup>32</sup> 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.

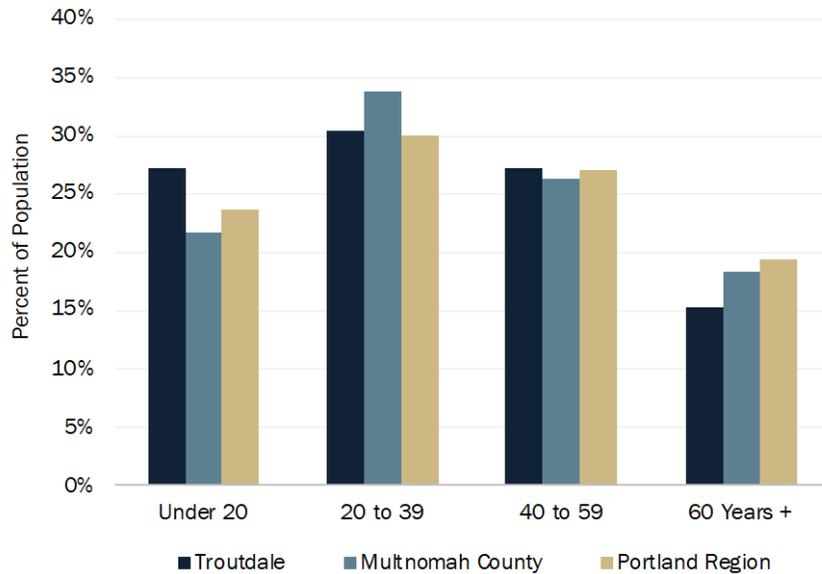


In the 2013–2017 period, about 57% of Troutdale’s residents were between the ages of 20 and 59 years.

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.

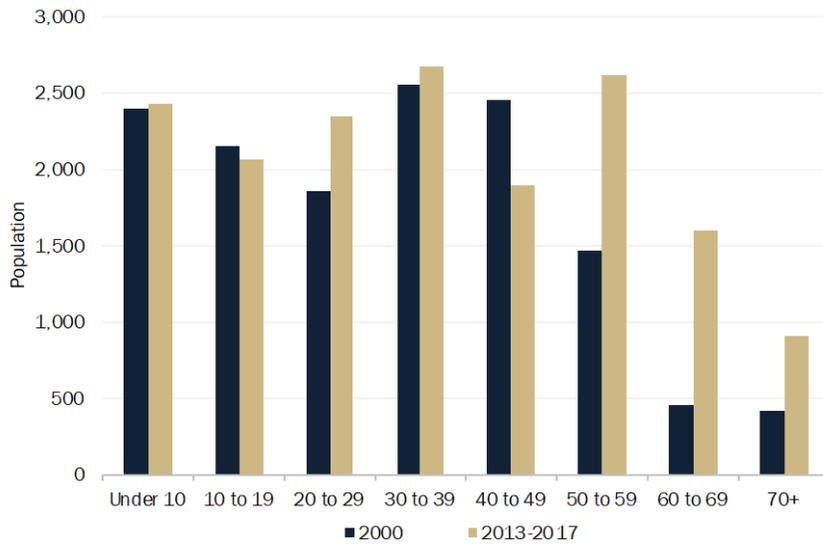


**The largest population increases in Troutdale over the 2000 to 2013–2017 period were for older adult and senior age groups.**

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.

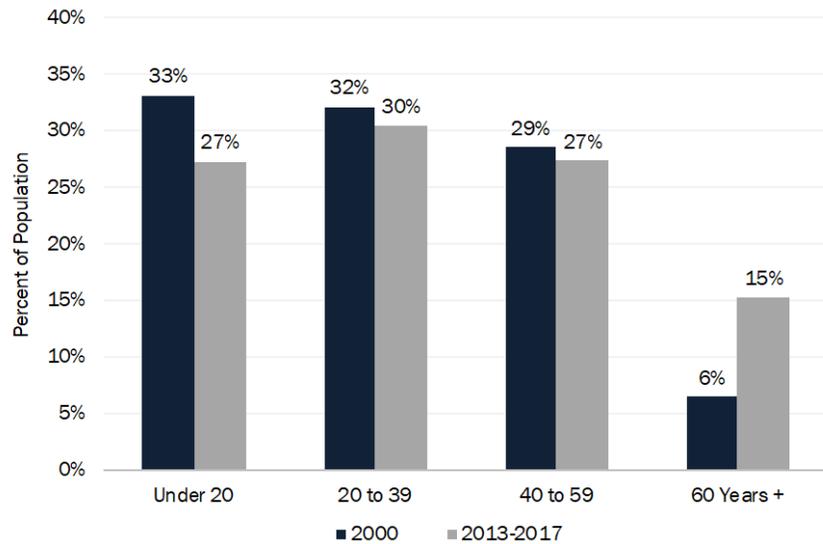


**Between 2000 and 2013–2017, the share of Troutdale’s population aged 60 years and older more than doubled.**

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.

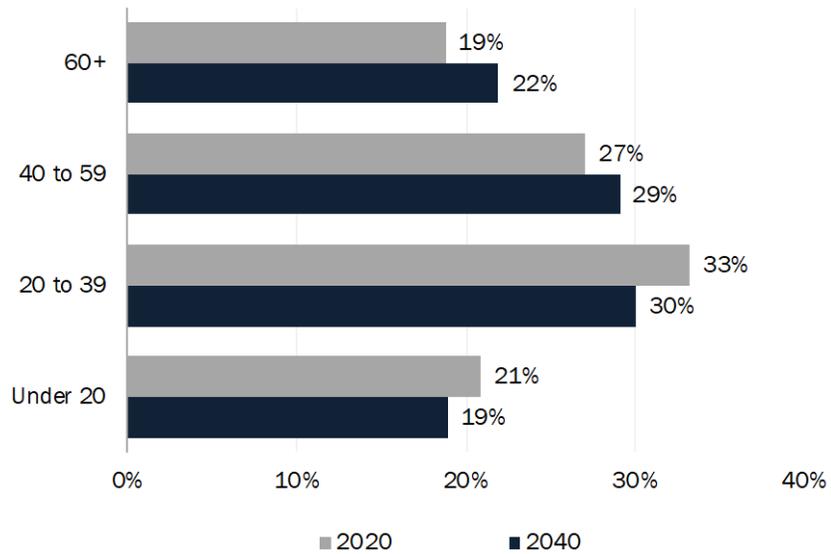
8%	8%	28%	40%
13,638	21,075	62,178	61,002
People	People	People	People
<b>Under 20</b>	<b>20-39 Yrs</b>	<b>40-59 Yrs</b>	<b>60+ Yrs</b>

**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.<sup>33</sup>

Continued growth in the Latinx population will affect Troutdale's housing needs in a variety of ways.<sup>34</sup> 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,<sup>35</sup> 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.<sup>36</sup> 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.<sup>37</sup> 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.

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<sup>33</sup> 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](https://www.census.gov/content/dam/Census/library/publications/2018/demo/P25_1144.pdf)

<sup>34</sup> 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.

<sup>35</sup> 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>

<sup>36</sup> *Ibid.*

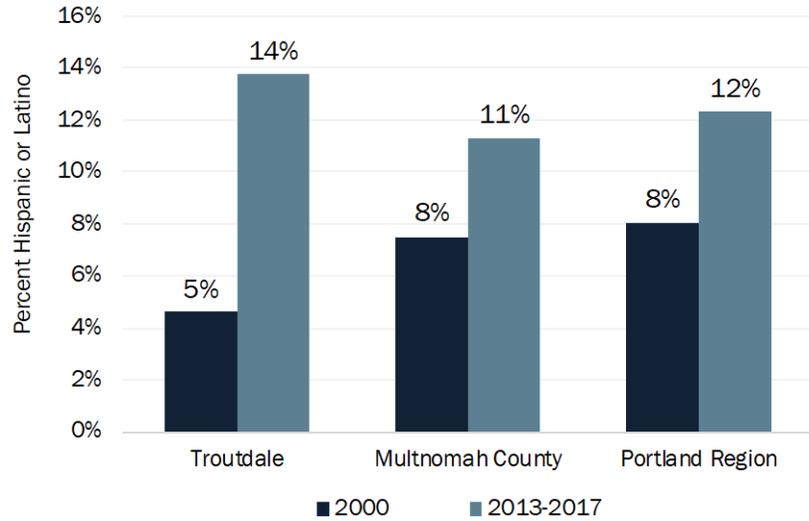
<sup>37</sup> *Ibid.*

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 Diversity<sup>38</sup>

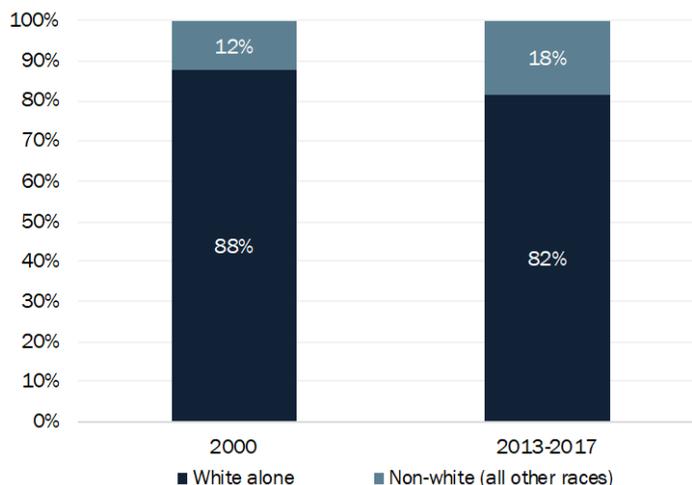
The nonwhite population is defined as the share of the population that identifies as a race other than “white alone,” according to Census definitions. Racial diversity in Troutdale increased over the 2000 to 2013–2017 period. In the 2013–2017 period, Troutdale was less racially diverse than both Multnomah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

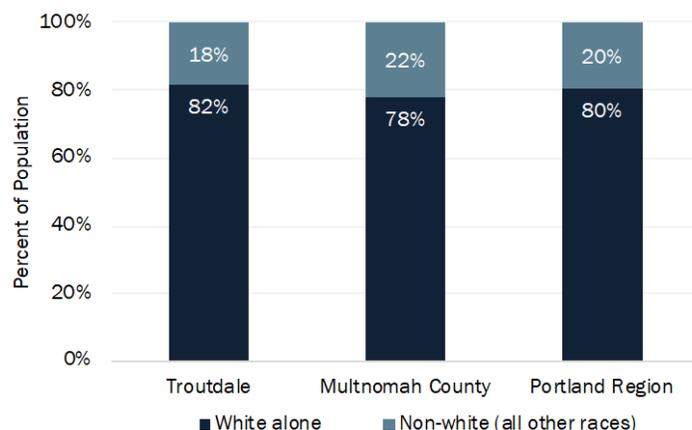
Source: U.S. Census Bureau, 2000 Decennial Census Table P008, 2013–2017 ACS Table B02001.



**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.



<sup>38</sup> 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%.

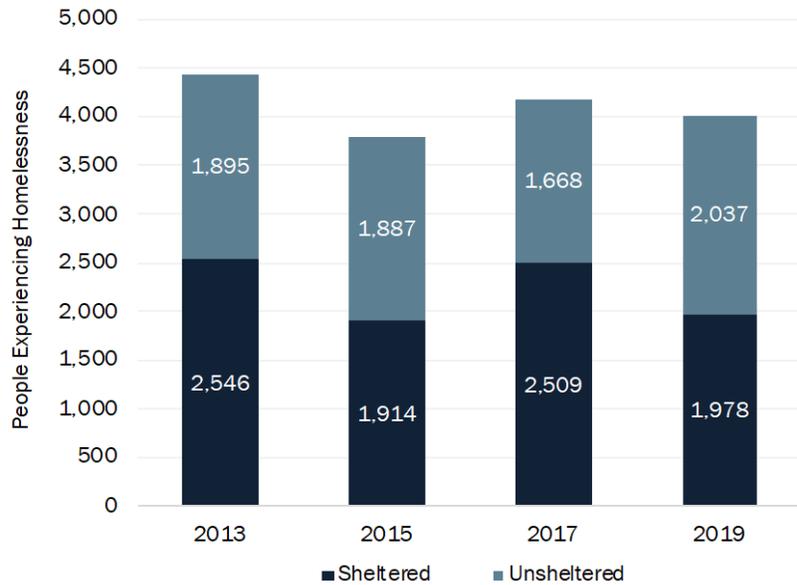
### Exhibit 38. Number of Persons Homeless, Multnomah County, Point-in-Time Count, 2017 and 2019

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

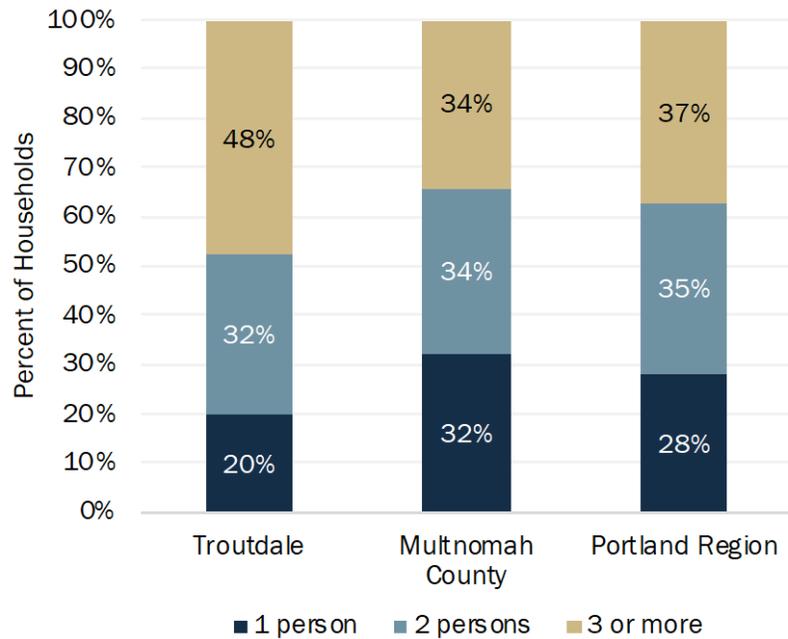
**3.88 Persons**

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**

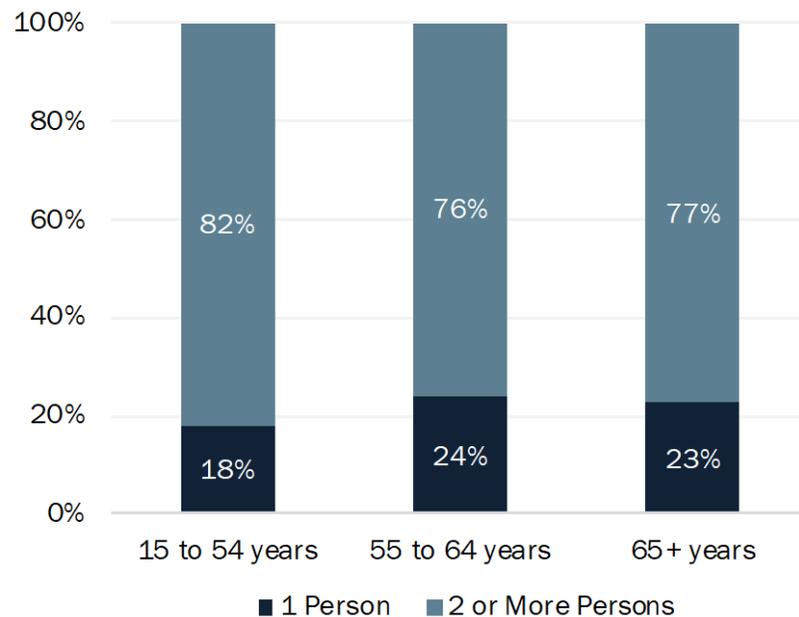
Source: U.S. Census Bureau, 2013–2017 ACS 5-year estimate, Table B25010.



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.

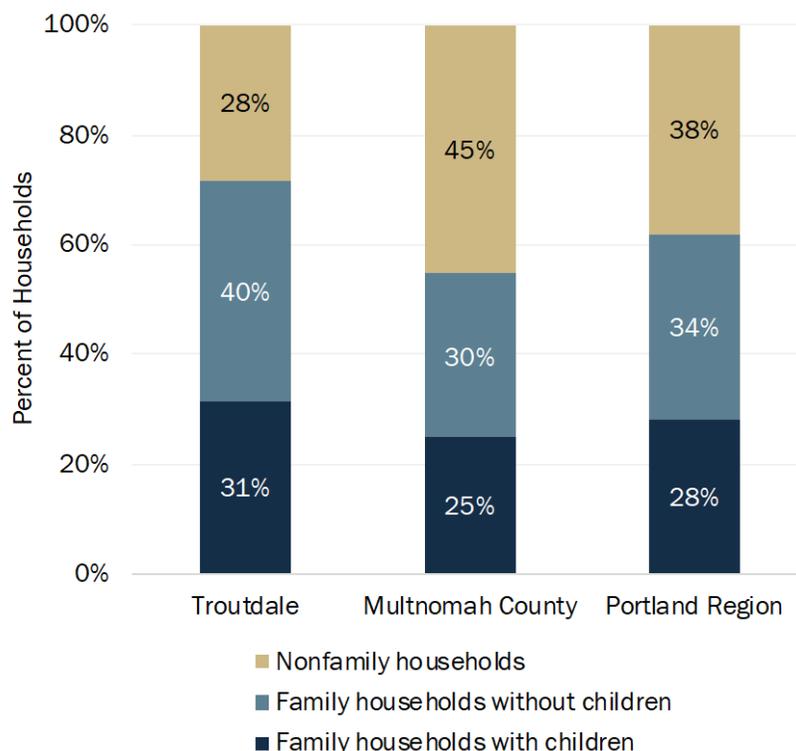


Over the 2013–2017 period, Troutdale had a household composition that differed from that of Multnomah County and the Portland region. Troutdale had the smallest share of nonfamily households (i.e., 1-person households and households composed of roommates) and the largest share of family households with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

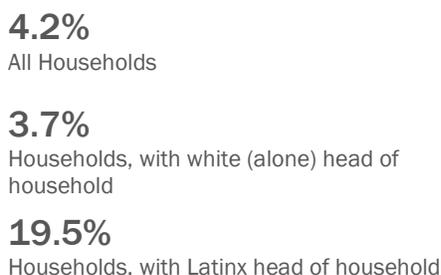
Source: U.S. Census Bureau, 2013–2017 ACS 5-year estimate, Table DP02.



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:

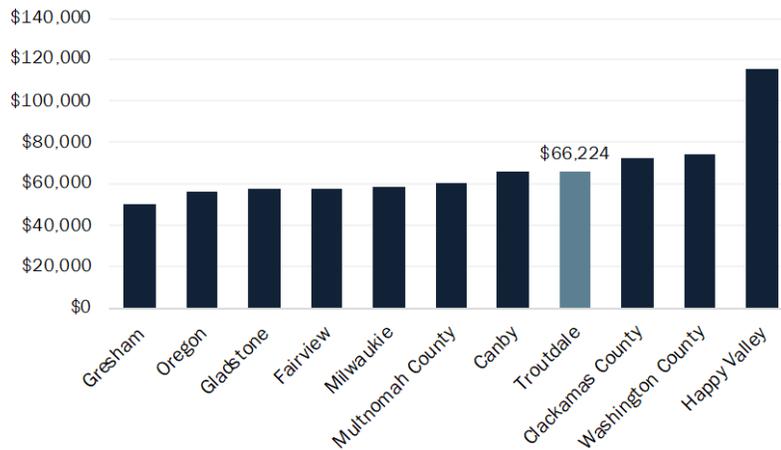
- **The median household income (MHI) in Troutdale is \$66,224.** This is higher than the MHI in Multnomah County and other cities near Troutdale, such as Gresham, Gladstone, Fairview, and Milwaukie.
- **Troutdale’s MHI has decreased since 2000, similar to trends across the region.** After adjusting 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.



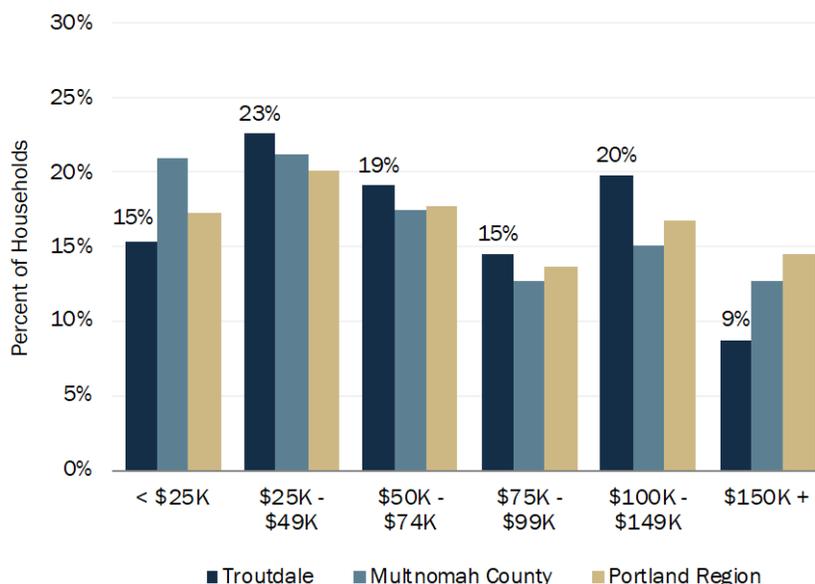
**Troutdale had a comparable share of higher-earning households during the 2013–2017 period relative to Multnomah County and the Portland region.**

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.



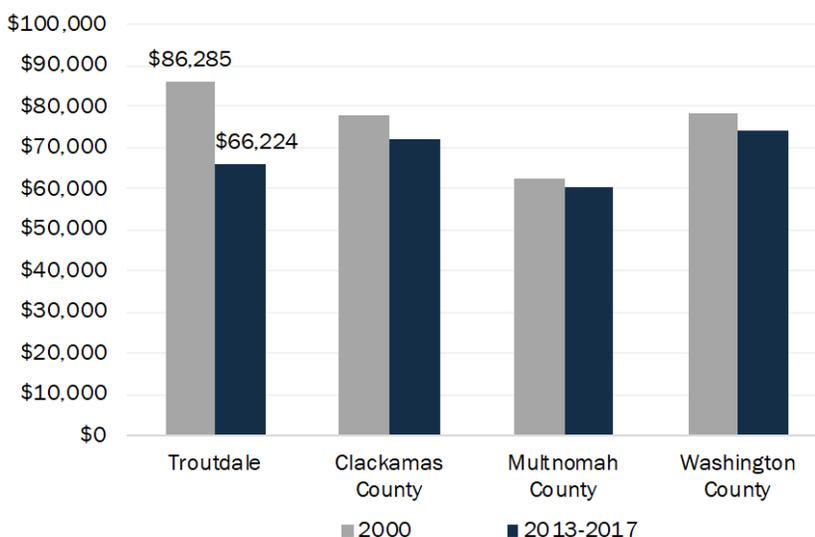
**After adjusting for inflation, Troutdale’s median household income (MHI) decreased by about 23%, from \$86,285 in 1999 to \$66,224 in the 2013–2017 period.**

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.

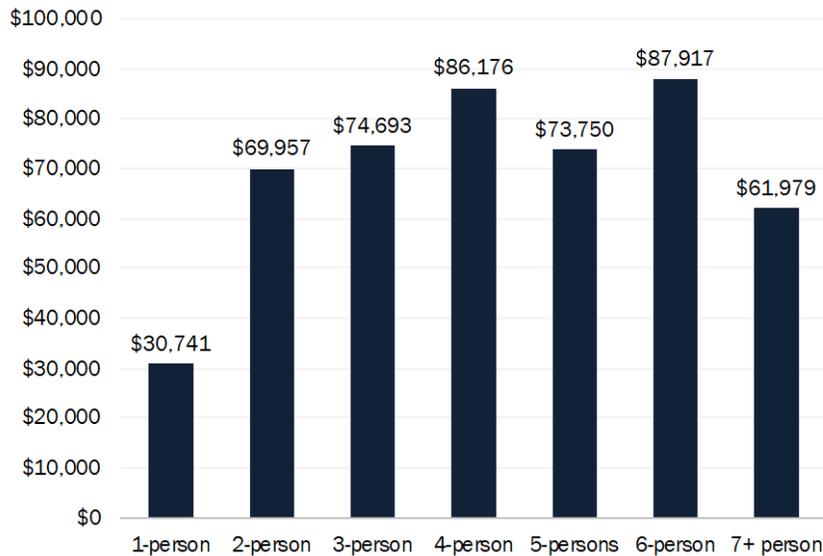
Note: Household income data reported by each household in the 2000 Decennial Census is from 1999, hence income estimates are inflation-adjusted from 1999 to 2017.



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**

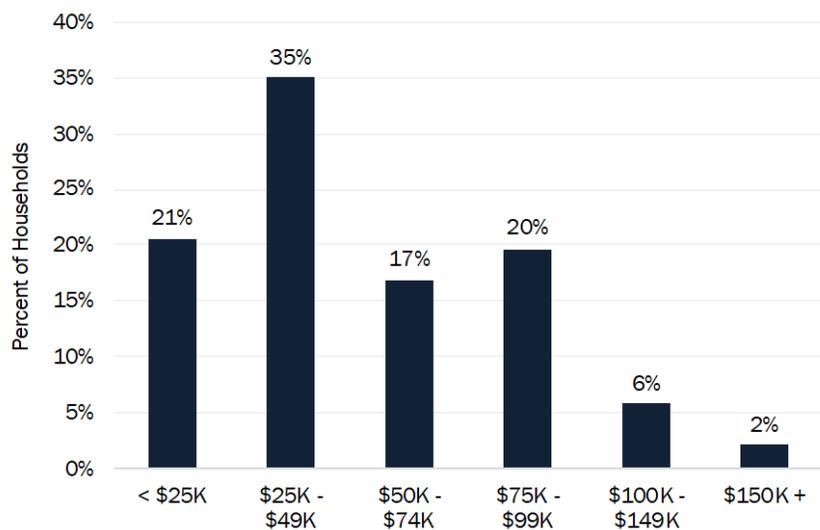
Source: U.S. Census Bureau, 2013–2017 ACS 5-year estimate, Table B19019.



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**

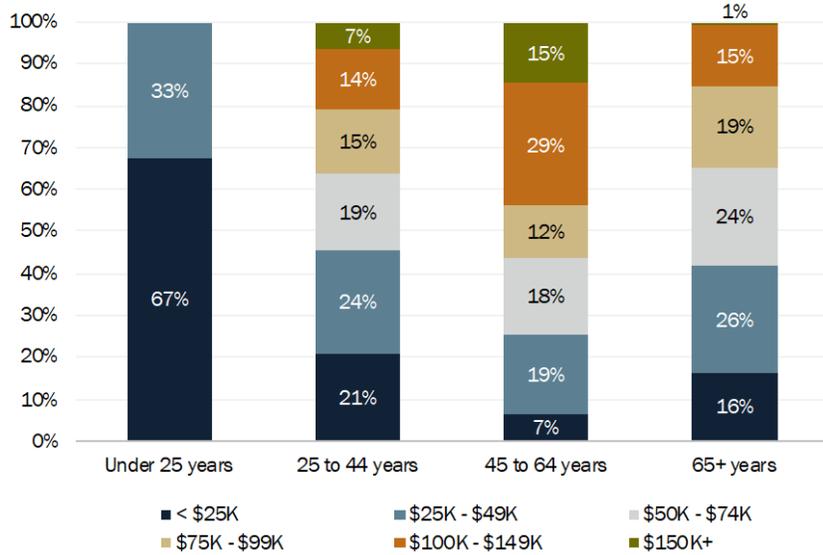
Source: U.S. Census Bureau, 2013–2017 ACS 5-year estimate, Table B19001I.



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

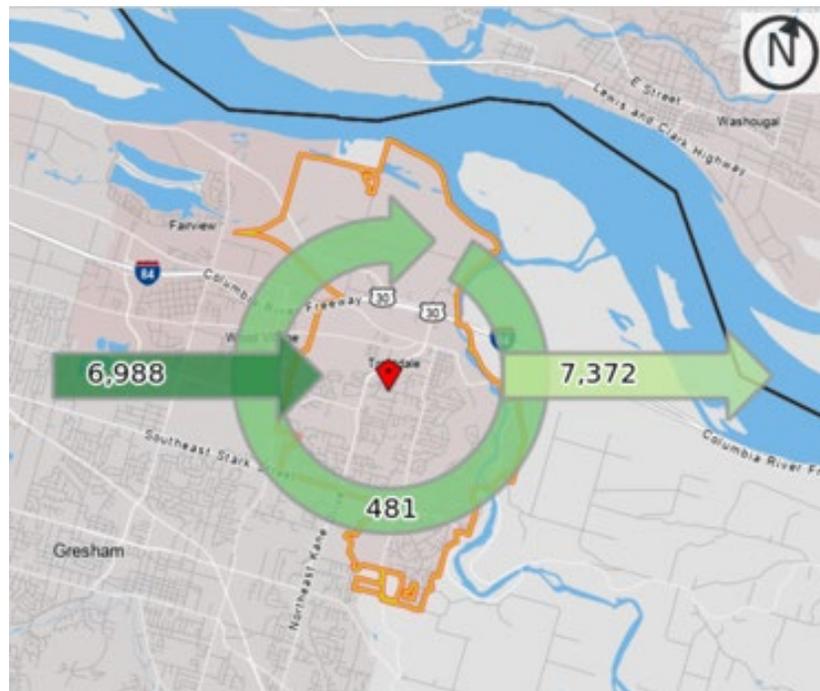
Troutdale is part of the complex, interconnected economy of the Portland region. Of the more than 7,400 people who work in Troutdale, 94% of workers commute into Troutdale from other areas, most notably Portland, Gresham, Vancouver, and Fairview. Nearly 7,400 residents of Troutdale commute out of the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

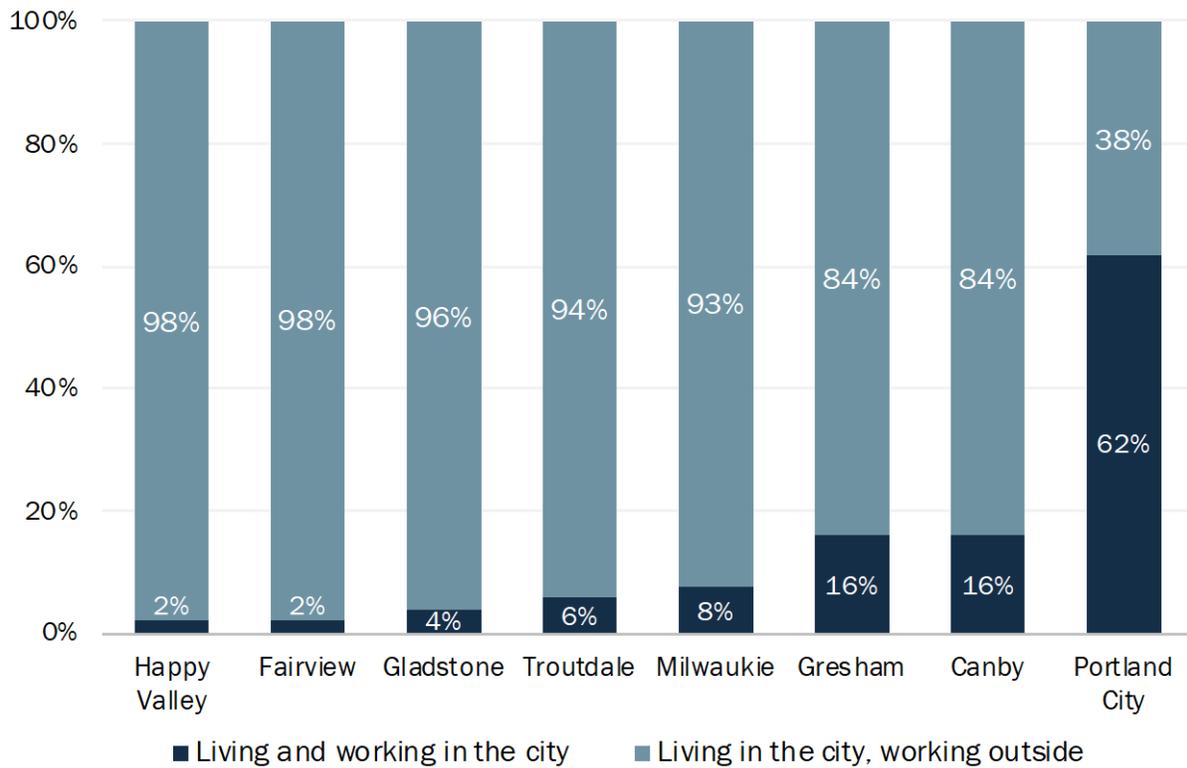
### Exhibit 54. Places Where Troutdale Residents were Employed, 2015

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.

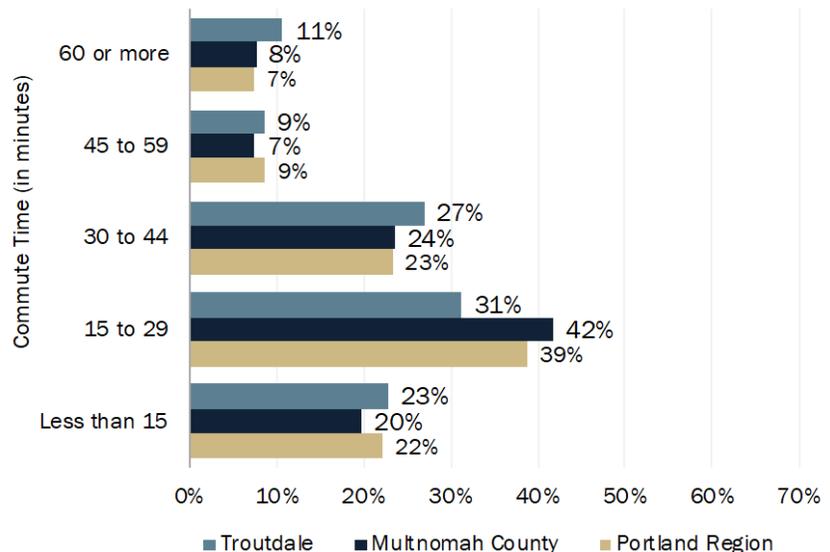


During the 2013–2017 period, the majority of Troutdale residents (54%) had a commute time that took less than 30 minutes.

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.

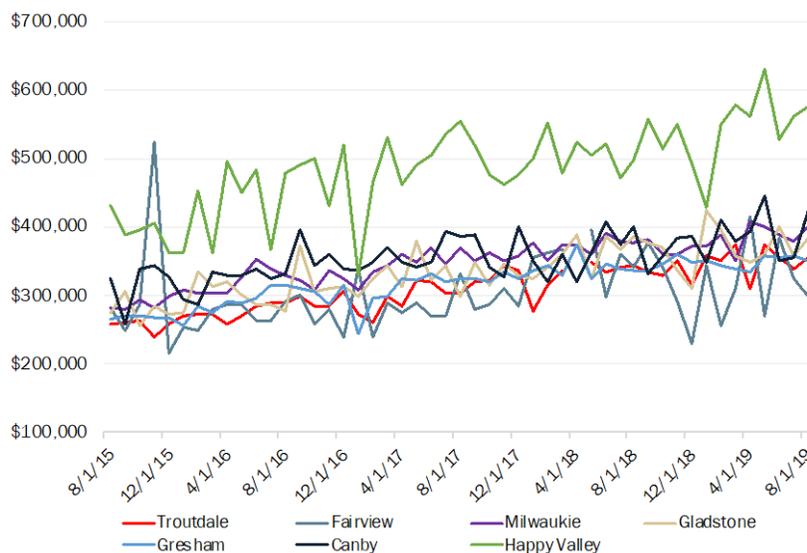


Between August 2015 and August 2019, home sales prices in Troutdale followed similar trends to other nearby cities, with the exception of Happy Valley.

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.



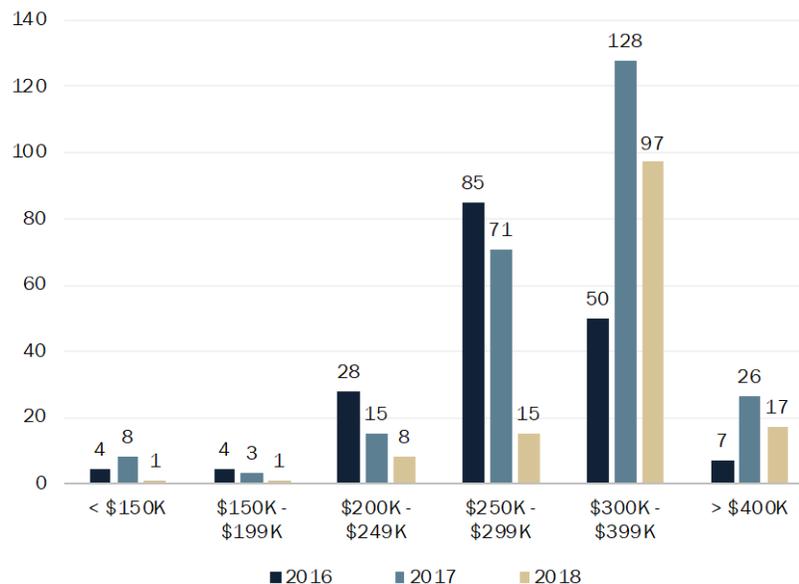
In 2017 to 2018, the largest share of homes sold in Troutdale were between \$300,000 and \$400,000.

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.



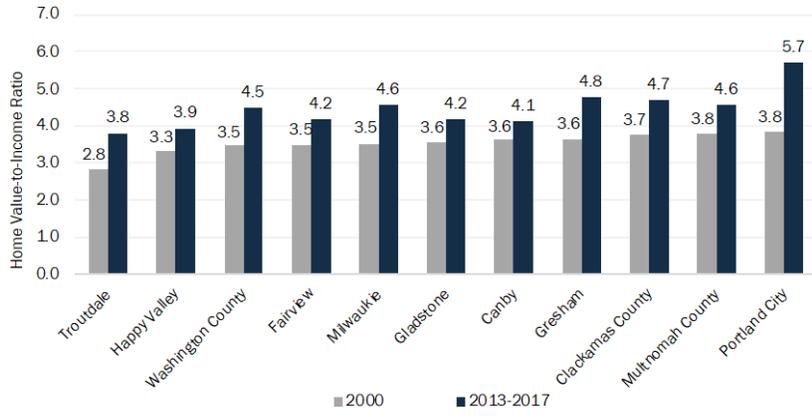
Since 2000, housing costs in Troutdale have increased faster than household incomes.

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 2013–2017<sup>39</sup>**

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.

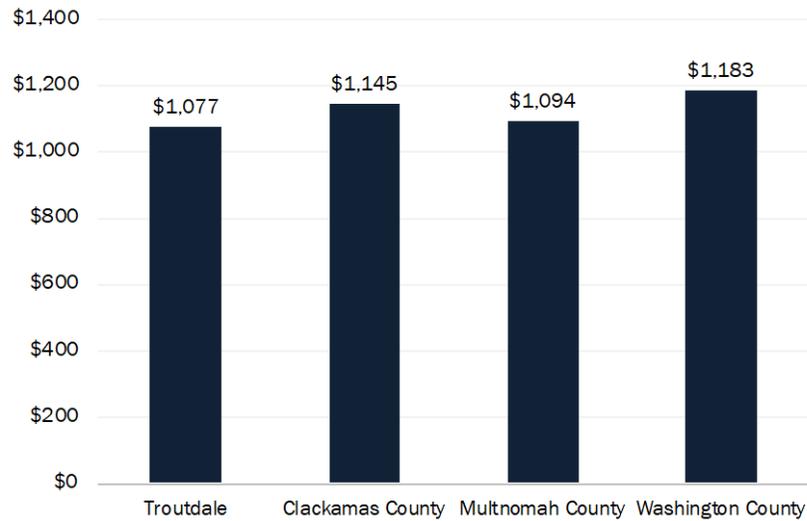
<sup>39</sup> This ratio compares the median value of housing in Troutdale (and other places) to the median household income. Inflation-adjusted median owner values in Troutdale increased from \$162,400 in 2000 to \$252,500 in 2013–2017. Over the same period, inflation-adjusted median income decreased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

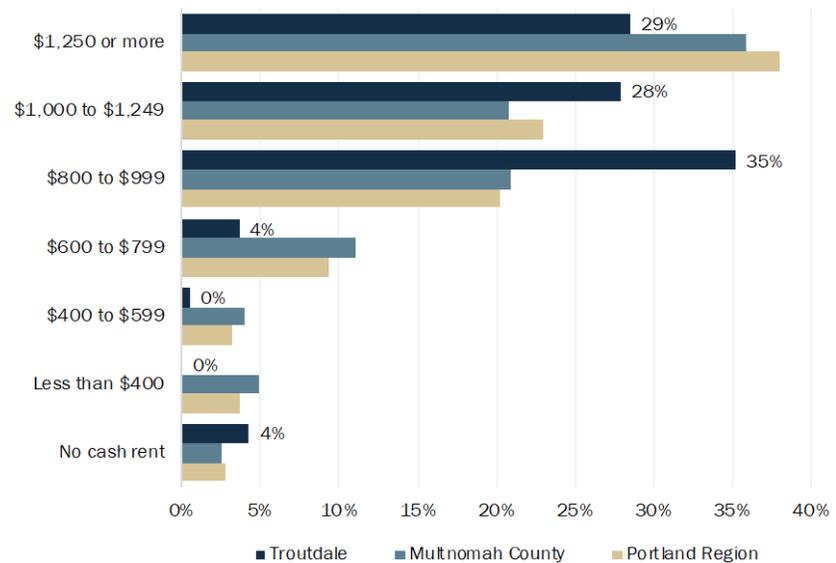


**The majority of Troutdale renter households (57%) paid more than \$1,000 per month in rent.**

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.

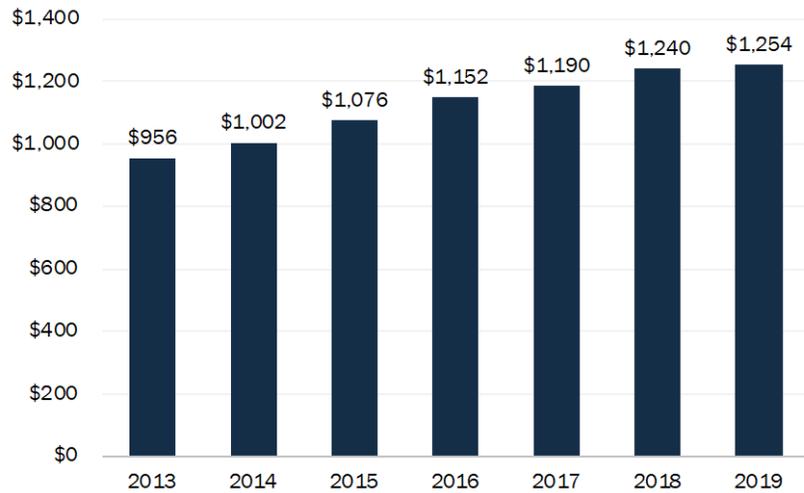


**Troutdale’s average asking multifamily rent per unit increased by \$298, from \$956 in 2013 to \$1,254 in July 2019.**

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.

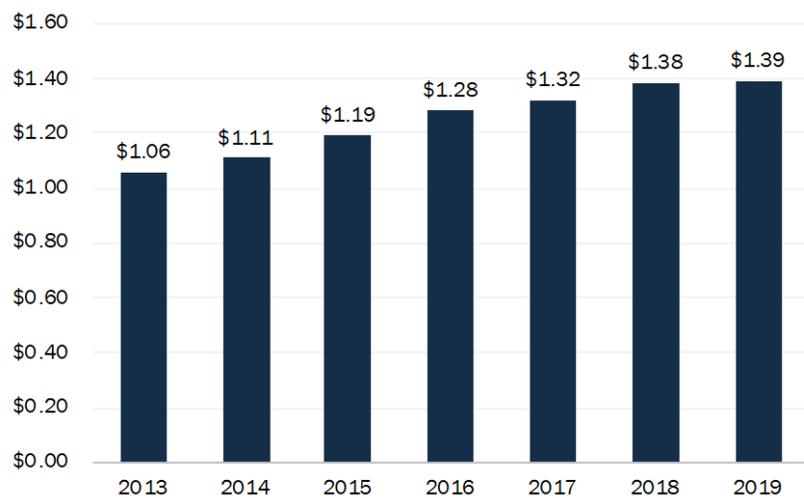


**Troutdale’s average asking multifamily rent per square foot has increased approximately 31% over 2013 to July 2019.**

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.<sup>40</sup> 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.

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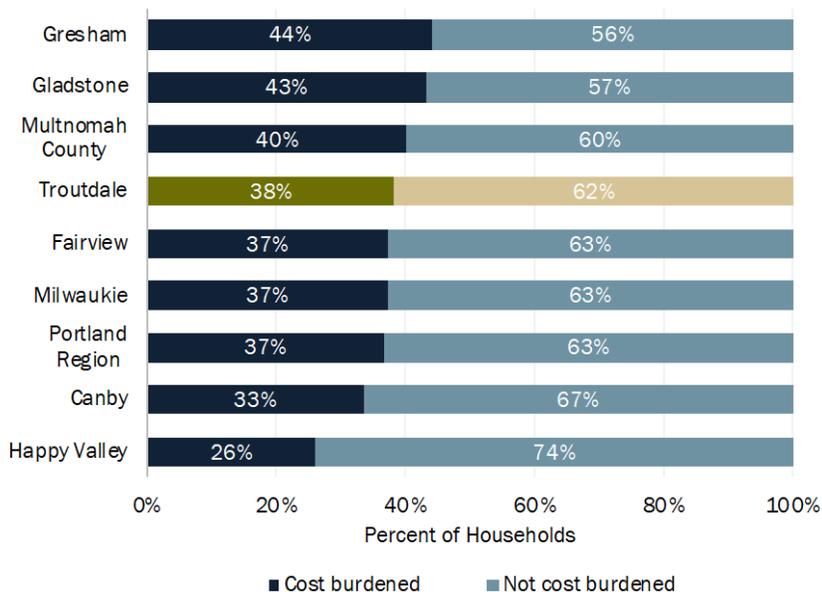
<sup>40</sup> Cities with populations greater than 10,000 residents are required, per HB 4006, to assess "rent burden" if more than 50% of renters are cost burdened. As of the 2013–2017 period, 56% of total renter households in Troutdale were cost burdened. Upon further assessment, we found that 38% 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**

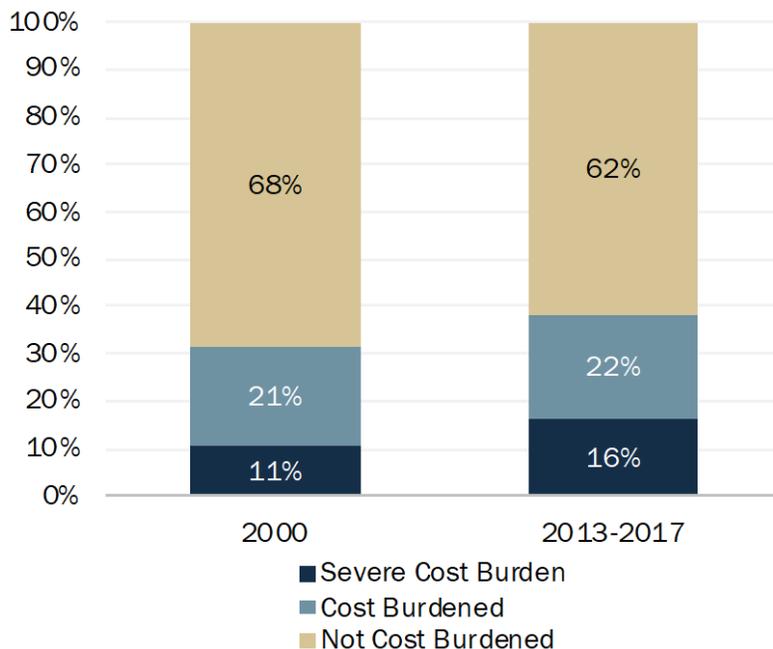
Source: U.S. Census Bureau, 2013–2017 ACS Tables B25091 and B25070.



**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**

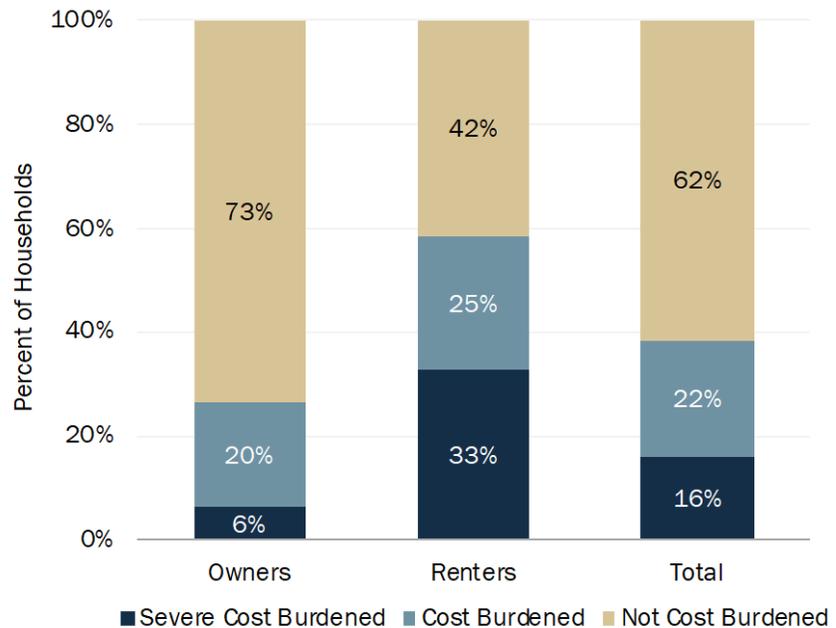
Source: U.S. Census Bureau, 2000 Decennial Census, Tables H069 and H094; 2013–2017 ACS Tables B25091 and B25070.



**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.

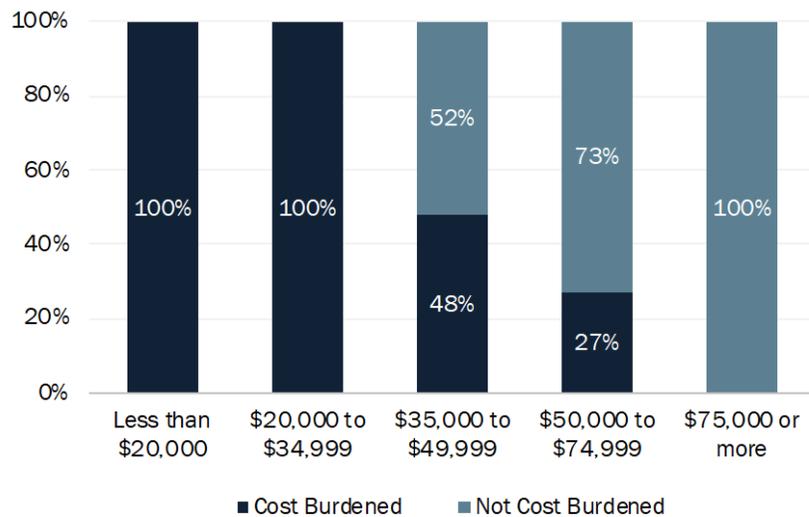
**Exhibit 67. Housing Cost Burden by Tenure, Troutdale, 2013–2017**  
Source: U.S. Census Bureau, 2013–2017 ACS Tables B25091 and B25070.



**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.

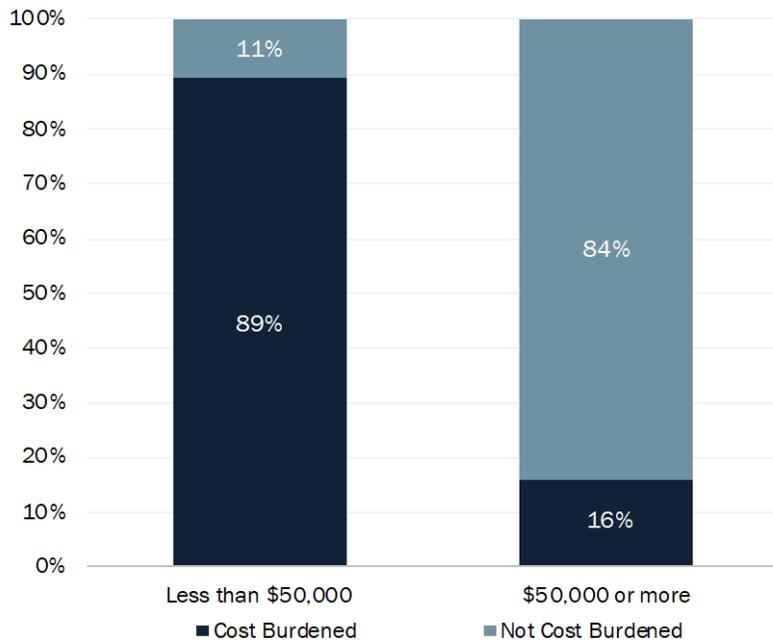


**During the 2013–2017 period, 89% of owner households with a mortgage and earning less than \$50,000 per year were cost burdened.**

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.

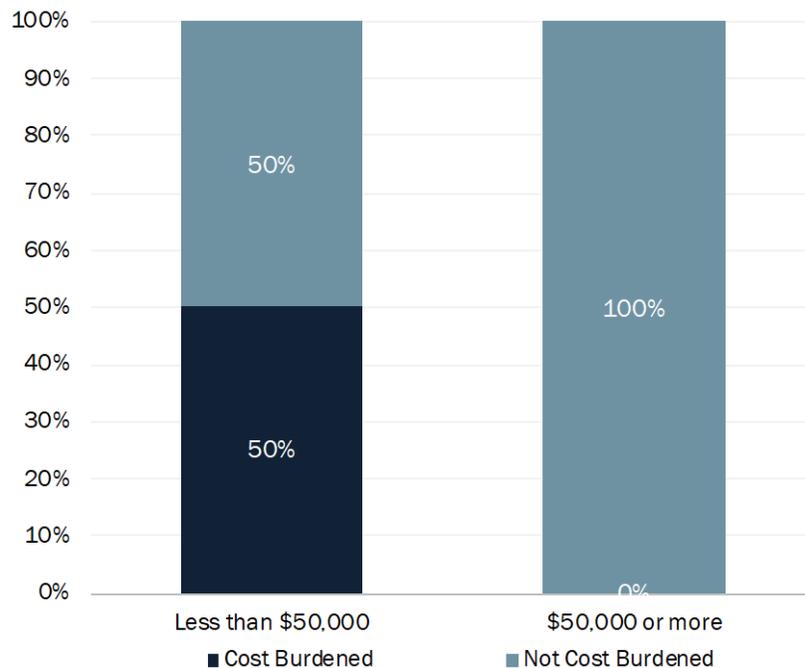


**During the 2013–2017 period, all owner households without a mortgage and earning \$50,000 or more per year were not cost burdened.**

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**

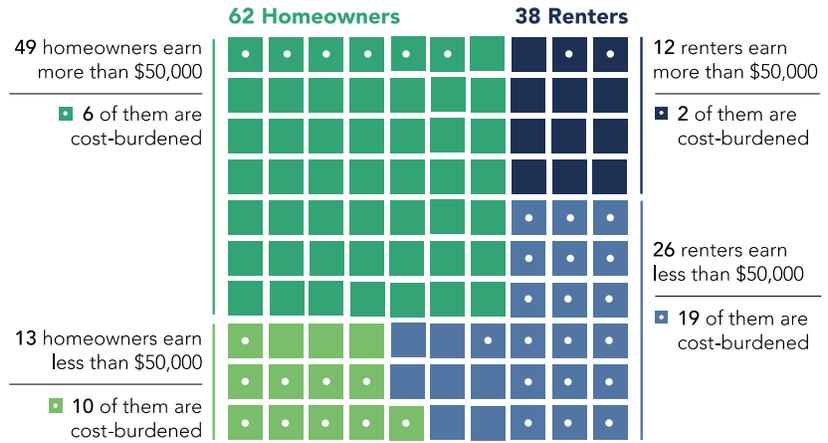
Source: U.S. Census Bureau, 2013–2017 ACS Table B25074.



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.

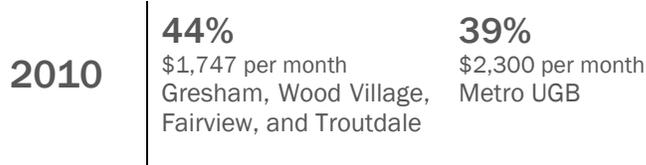
**Residents in the Gresham, Wood Village, Fairview, and Troutdale region spend approximately 44% of their household income on housing and transportation costs.**

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.**

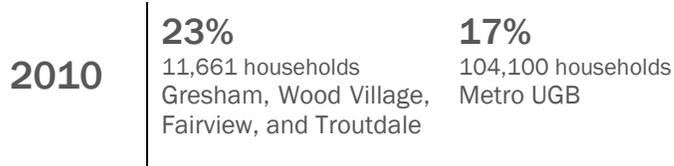
**Exhibit 72. Average Cost of Transportation and Housing as a Percent of Income, Gresham, Wood Village, Fairview, and Troutdale, and the Metro Region, 2010**

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.

<b>\$1,131</b>	<b>\$1,234</b>	<b>\$1,441</b>	<b>\$2,084</b>	<b>\$2,531</b>
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.

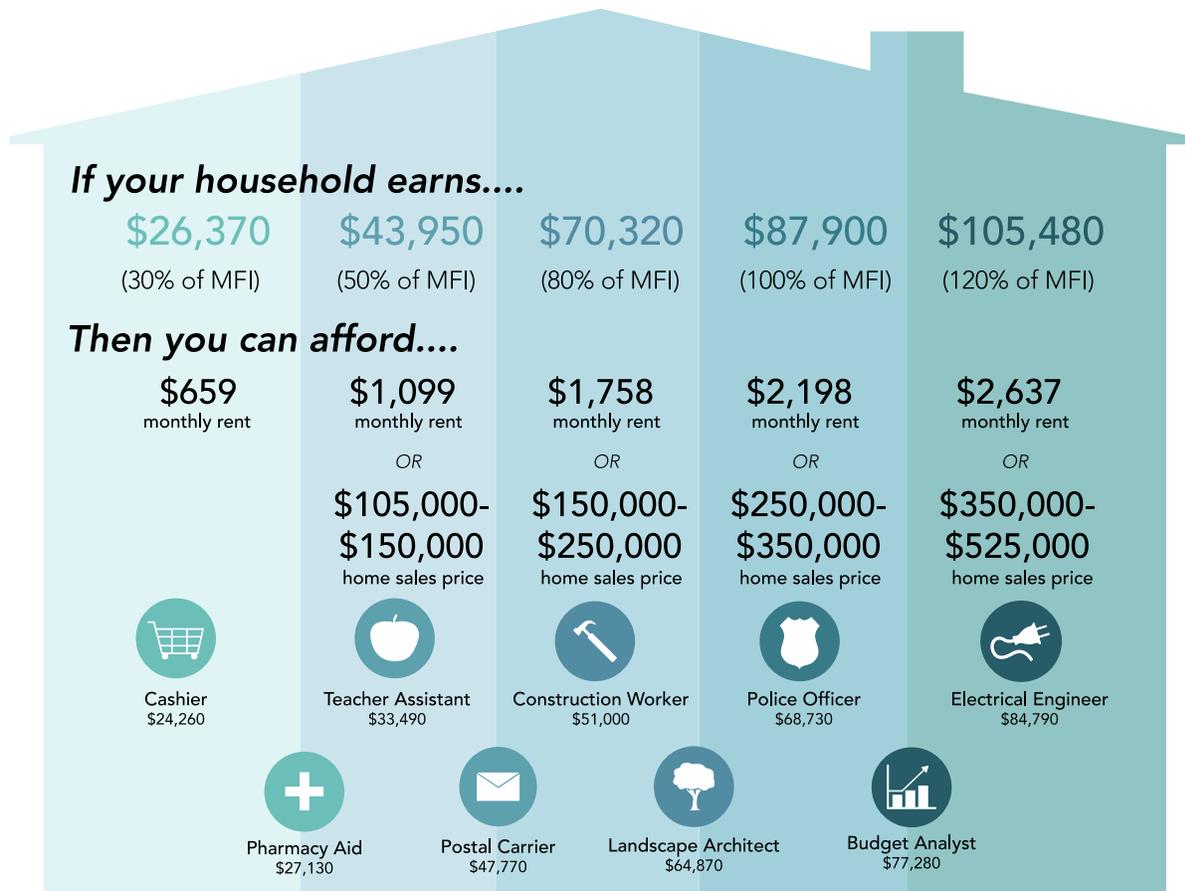
**\$27.71 per hour**

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)<sup>41</sup> 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.



<sup>41</sup> 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.

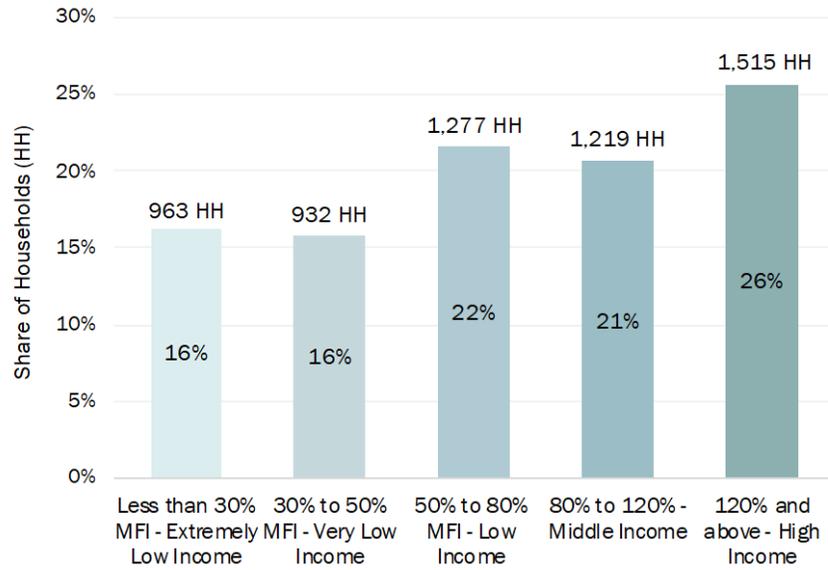


Exhibit 78 illustrates the types of financially attainable housing by income level in Multnomah County. Generally speaking, lower-income households will be renters occupying existing housing. Newly built housing will be a combination of renters (most likely in multifamily housing) and homeowners. The 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**

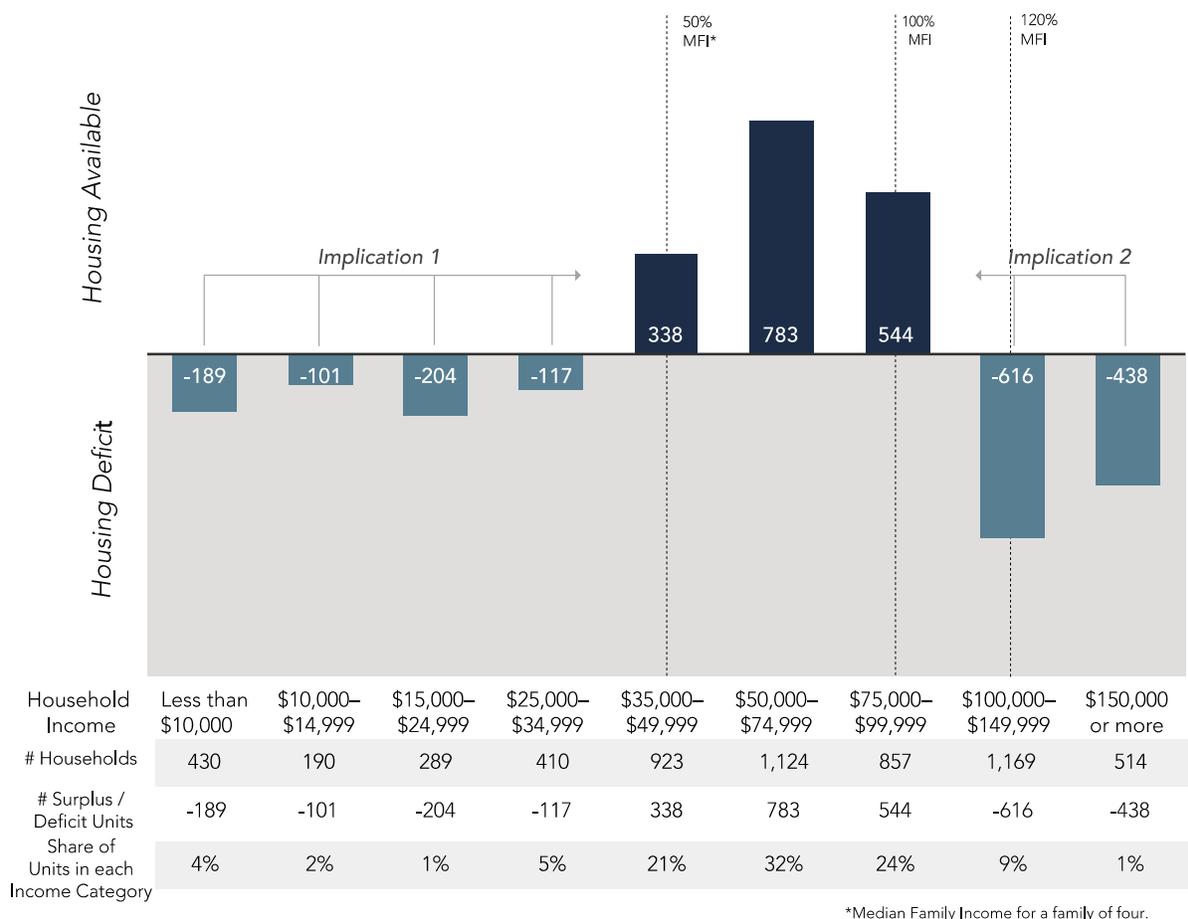
Source: U.S. Department of Housing and Urban Development, Multnomah County, Fiscal Year 2019.



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."<sup>42</sup> 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.<sup>43</sup>
- **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

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

<sup>43</sup> 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.<sup>44</sup> The decline in homeownership among the Millennial generation has more to do with financial barriers rather than the preference to rent.<sup>45</sup>
- *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.<sup>46</sup>

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<sup>44</sup> 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](https://www.urban.org/research/publication/millennial-homeownership/view/full_report)

<sup>45</sup> *Ibid.*

<sup>46</sup> 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

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## 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 2020<sup>47</sup> to 6,544 households in 2040, an increase of 720 households.<sup>48</sup>

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.

	<b>New DU City Limits</b>
Household Forecast 2020	5,824
Household Forecast 2040	6,544
<b>Total New Dwelling Units (2020-2040)</b>	<b>720</b>
<b>Annual Average of New Dwelling Units</b>	<b>36</b>

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<sup>47</sup> 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).

<sup>48</sup> 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.<sup>49</sup> 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

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<sup>49</sup> 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 660-007<sup>50</sup>:
  - **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.

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<sup>50</sup> 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)
<b>Needed new dwelling units (2020-2040)</b>	720
Dwelling units by structure type	
Single-family detached	
Percent single-family detached DU	50%
<b>equals Total new single-family detached DU</b>	360
Single-family attached	
Percent single-family attached DU	15%
<b>equals Total new single-family attached DU</b>	108
Duplex, Triplex, Quadplex	
Percent duplex, triplex, quadplex	17%
<b>Total new duplex, triplex, quadplex</b>	122
Multifamily (5+ units)	
Percent multifamily (5+ units)	18%
<b>Total new multifamily (5+ units)</b>	130
<b>equals Total new dwelling units (2020-2040)</b>	<b>720</b>

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
<b>Multifamily (5+ units)</b>	0	14	88	0	28	130
<b>Total</b>	<b>142</b>	<b>203</b>	<b>223</b>	<b>98</b>	<b>54</b>	<b>720</b>
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%
<b>Multifamily (5+ units)</b>	0%	2%	12%	0%	4%	18%
<b>Total</b>	<b>20%</b>	<b>28%</b>	<b>31%</b>	<b>14%</b>	<b>8%</b>	<b>100%</b>

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 acres<sup>51</sup> to account for land needed for rights-of-way by plan designation in Troutdale, based on Metro’s methodology of existing rights-of-way.<sup>52</sup>

- **Low-density residential:**<sup>53</sup> 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.

<sup>51</sup> 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.

<sup>52</sup> 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.

<sup>53</sup> 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
<b>Urban Planning Area LDR</b>	<b>5.1</b>	<b>0%</b>	<b>5.1</b>	<b>5.1</b>	<b>10%</b>	<b>4.6</b>	<b>5.1</b>	<b>18.5%</b>	<b>4.2</b>
<b>Commercial</b>	<b>18.6</b>	<b>0%</b>	<b>18.6</b>	<b>18.6</b>	<b>10%</b>	<b>16.8</b>	<b>18.6</b>	<b>18.5%</b>	<b>15.2</b>

## Needed Housing by Income Level

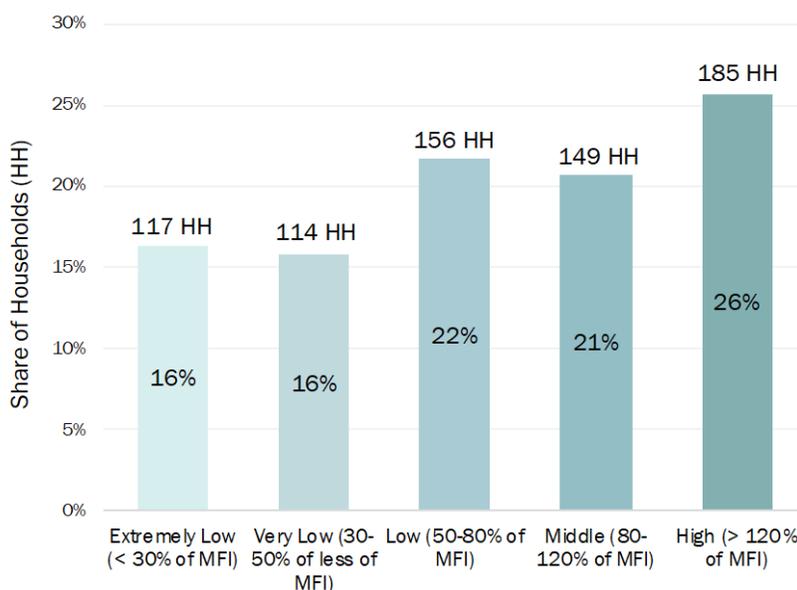
The next step in the Housing Needs Analysis is to develop an estimate of need for housing by income and housing type. This analysis requires an estimate of the income distribution of current and future households in the community. Estimates presented in this section are based on (1) secondary data from 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,<sup>54</sup> 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.

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<sup>54</sup> 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,<sup>55</sup> 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

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<sup>55</sup> 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

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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,”<sup>56</sup> can be used to evaluate different ways that vacant residential land may build out by applying different assumptions.

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<sup>56</sup> 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
<b>Total</b>	<b>6</b>	<b>-</b>	<b>65</b>	<b>7</b>	<b>-</b>	<b>76</b>	<b>126</b>	<b>-</b>	<b>952</b>	<b>139</b>	<b>1,093</b>

# 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
<b>Commercial</b>	13	210	54	156	8
<b>Total</b>	<b>139</b>	<b>1,093</b>	<b>720</b>	<b>373</b>	<b>32</b>

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

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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

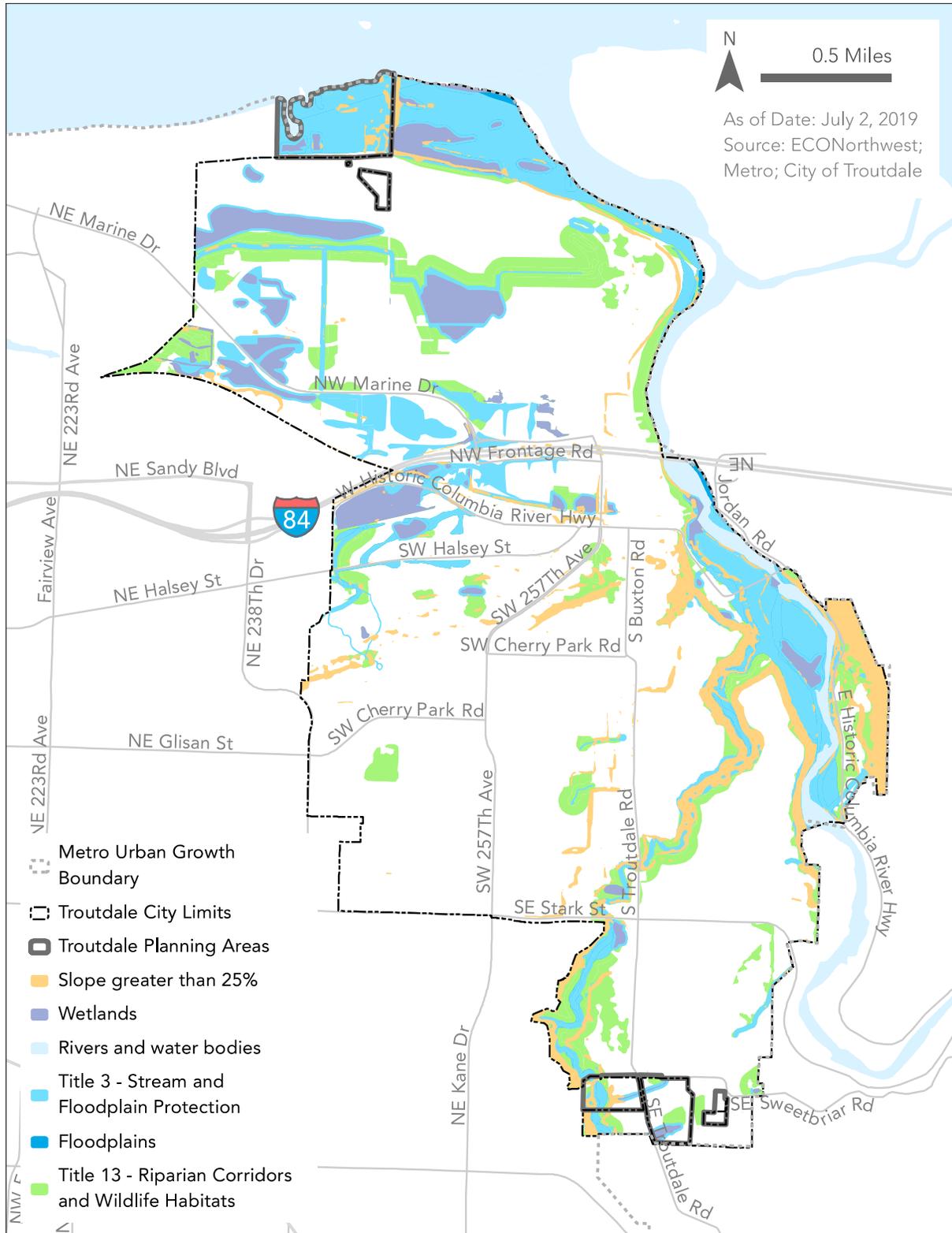
Consistent with OAR 660-008-0005(2) guidance on residential buildable lands inventories, ECO deducted certain lands with development constraints from vacant lands. We used some of the constraints established in Metro’s methodology, with modifications to fit local considerations in Troutdale. These constraints are summarized in the table below.

Constraint	Statutory Authority	Threshold
<b>Goal 5 Natural Resource Constraints</b>		
Riparian Corridors and Habitat (Title 13)	OAR 660-008-0005(2)	Regionally Significant Riparian & Upland Wildlife habitat, Habitats of Concern, and impact areas
Wetlands		
<b>Natural Hazard Constraints</b>		
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.



# CITY OF TROUTDALE



## STAFF REPORT

**SUBJECT / ISSUE:** A Resolution Providing for a Supplemental Budget for Fiscal Year 2019-2020, Budget Transfers, and Making Appropriations.

**MEETING TYPE:**  
City Council Regular Mtg.

**STAFF MEMBER:**  
Erich Mueller

**MEETING DATE:**  
June 23, 2020

**DEPARTMENT:**  
Finance

**ACTION REQUIRED:**  
Resolution

**ADVISORY COMMITTEE/COMMISSION RECOMMENDATION:**

**PUBLIC HEARING:**  
Yes

N/A

**Comments:**

**STAFF RECOMMENDATION:** Approve the proposed Supplemental Budget resolution.

**EXHIBITS:** None

**SUBJECT / ISSUE RELATES TO:**

Council Goals

Legislative

Other:

*Maintain compliance with Oregon Local Budget Law*

**ISSUE / COUNCIL DECISION & DISCUSSION POINTS**

- ◆ Funding by transfer and reallocations of available budgeted contingency appropriations.
- ◆ Routine year end balancing of available budget appropriations.
- ◆ Maintains budget compliance and avoids repeat audit findings.

**BACKGROUND:**

By the end of each fiscal year, many, many changes have occurred in plans, events, and circumstances during the 15 months since the Budget Committee diligently developed the budget. These changes impact actual spending and routinely cause budget variances requiring budget transfers to cover necessary expenditures that were unknown at the time of budget adoption. In aggregate we are under budget, however many individual components are over or under, so we

Reviewed and Approved by City Manager:

need to shift appropriations around, as expected by the Local Budget Law, to remain in compliance.

Attached is a resolution providing transfers of existing budget appropriations between departments for the current Fiscal Year 2019-2020. The total appropriation level is not increased with the shifting from Contingency existing budget from one unit to another.

Some of the transfers result from Council direction during the fiscal year, many are for necessary items unknown during budget adoption, and a few the Finance Director is requesting just as precautionary transfers. As part of the annual audit the auditors compare expenditures to budget appropriations by category and or department. In a prior year I missed transferring available appropriations and was cited in the Audit Report for noncompliance with part of the Local Budget Law.

## **GENERAL FUND**

Budget transfer from Contingency to the **Legislative** division to provide for the unanticipated necessary additional expenses associated with the recent Council action for the reimbursement of legal defense expenses pursuant to the adopted public body legal defense policy of \$23,000, and \$13,000 for Council goal setting consulting services.

Budget approval of reallocation within the **General Government** division to provide for the unanticipated necessary additional expenses of \$81,500 Commercial Sewer COVID-19 Subsidy, \$3,500 Senior Citizen Sewer Subsidy, \$2,200 Small Business Recovery Support Advertising, \$6,000 Multnomah County IGA Municipal Broadband Feasibility Study, \$2,000 professional real estate appraisal of Sugarpine Drive-in, and \$5,000 professional real estate appraisal of Old City Hall.

A precautionary budget transfer from Contingency to ensure budget compliance for unanticipated and necessary additional expenses associated with network switch replacement, additional laptops, devices and software to support telework adjustments related to COVID-19 conditions, and other necessary but un-budgeted expenditures transferring \$20,000 from Contingency to **Information Services** division.

A precautionary budget transfer from Contingency to ensure budget compliance for unanticipated and necessary additional expenses for a laptop, software licenses, and other necessary but un-budgeted expenditures transferring \$10,000 from Contingency to **Finance** division.

A precautionary budget transfer from Contingency to ensure budget compliance for unanticipated and necessary additional expenses with associated with equipment, devices and software

licenses to support the new full time Code Compliance Officer, the Tyler EnerGov software implementation, and other necessary but un-budgeted expenditures transferring \$30,000 from Contingency to **Police Operations** division.

A budget transfer from Contingency to ensure budget compliance for unanticipated and necessary additional expenses for staffing and consulting professional services to support the substantially increased development application volume, the housing needs analysis project, the Town Center and Community Rebranding project, support of the IGA with Gresham and \$30,000 for the implementation of the Tyler EnerGov software system, \$23,000 for replacement of accident totaled vehicle, \$7,000 for additional laptops, devices and software to support telework adjustments related to COVID-19 conditions, and other necessary but un-budgeted expenditures transferring \$60,000 from Contingency to **Planning** division.

A budget transfer from Contingency to ensure budget compliance for unanticipated and necessary additional expenses of \$20,000 of utilities costs for the operation of the leased Police Facility and maintenance costs, including \$10,000 HVAC and plumbing repairs, \$20,000 enhanced COVID-19 cleaning, \$75,000 CMU block tuckpointing and resealing, \$5,000 affixed steel roof ladder replacement, \$2,000 refrigerator replacement, and Kellogg Room expenses, transferring \$132,000 from **Facilities** division to **PD Building Operations** division. The lease provides for a reimbursement from the MCSO of 72.5% of the utility costs.

A budget transfer of \$562,000 from Contingency to the **Transfers** budget unit is required for the for the transfer of the additional Community Service Fee received from Amazon, above the budgeted amount, to the Full Faith and Credit Debt Service Fund for future repayment of the bonds.

An appropriations increase in the **Transfers** budget unit is required for the \$1,500,000 loan to the Urban Renewal Agency of the proceeds from the Oregon Brownfields Redevelopment Fund loan from Business Oregon to the City.

### **CODE SPECIALITIES FUND**

Budget transfer from Contingency to support the substantially increased development construction volume, and maintain the building inspection services, to provide for the unanticipated additional expenses associated with contracted professional services, support the IGA with Gresham and the implementation of the Tyler EnerGov software system, and other necessary but un-budgeted expenditures to maintain the building inspection services; transferring \$80,000 from Contingency and allocating appropriations within of the department divisions as follows: \$60,000 Building Inspections, \$10,000 Electrical Inspections, and \$10,000 Plumbing Inspections.

### **WATER UTILITY FUND**

Budget transfer from Contingency to provide for the unanticipated and necessary additional expenses associated with the temporary labor coverage expense for employees on Family and Medical Leave (FMLA) status, transferring \$25,000 from Contingency to Personnel Services.

### **STREET FUND**

Budget transfer from Contingency to provide for the unanticipated and necessary additional expenses associated with the temporary labor coverage expense for employees on Family and Medical Leave (FMLA) status transferring \$25,000 from Contingency to Personnel Services.

Budget transfer from Capital Outlay to Materials and Services budget category of \$200,000 to provide for audit and budgetary compliance with the proper expenditure category for budgeted street maintenance projects.

### **SEWER UTILITY FUND**

Budget transfer from Contingency to provide for the unanticipated and necessary additional expenses associated with the temporary labor coverage expense for employees on Family and Medical Leave (FMLA) status transferring \$10,000 from Contingency to Personnel Services.

### **STORM WATER UTILITY FUND**

Budget transfer from Contingency to provide for the unanticipated and necessary additional expenses associated with the temporary labor coverage expense for employees on Family and Medical Leave (FMLA) status transferring \$10,000 from Contingency to Personnel Services.

### **SUMMARY:**

The resolution provides basic budget transfers within funds. All the funds before and after these transfers are expected to end the fiscal year under budget in total. The transfers are necessary to move the appropriations into the correct category to comply with the Local Budget Law requirements.

**PROS & CONS:**

- A.** Approve the proposed resolution, including budget transfer funding from Contingency, to maintain compliance with the Local Budget Law requirements.
  
- B.** Not approve the proposed resolution, creating a violation of the Local Budget Law resulting in audit findings, and expose the City to potential penalties from the Department of Revenue.

<p><b>Current Year Budget Impacts:</b>   <input checked="" type="checkbox"/> Yes (<i>describe</i>)   <input type="checkbox"/> N/A      The use of a portion of budgeted Contingency does not increase total appropriations for FY 2019-2020.</p> <p><b>Future Fiscal Impacts:</b>   <input type="checkbox"/> Yes                      <input checked="" type="checkbox"/> N/A      This resolution relates to current year appropriations and has no impact on future year appropriations.</p> <p><b>City Attorney Approved:</b>   <input type="checkbox"/> Yes                      <input checked="" type="checkbox"/> N/A</p> <p><b>Community Involvement Process:</b>   <input type="checkbox"/> Yes (<i>describe</i>)   <input checked="" type="checkbox"/> N/A</p>
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## **RESOLUTION NO.**

### **A RESOLUTION PROVIDING FOR A SUPPLEMENTAL BUDGET FOR FISCAL YEAR 2019-2020, BUDGET TRANSFERS, AND MAKING APPROPRIATION CHANGES**

#### **THE TROUTDALE CITY COUNCIL FINDS AS FOLLOWS:**

1. That the Fiscal Year 2019-2020 budget was adopted by the City Council on June 11, 2019 by Resolution No. 2459.
2. That Oregon Revised Statutes (“ORS”) 294.471(1)(b) provides for supplemental budget appropriations when authorized by official resolution of the governing body.
3. That the required public notice of the proposed supplement budget has been published on the City web site pursuant to the Governor’s Executive Order 20-16, and in compliance with ORS 294.473, and the City Council has held the required public hearing on the proposed supplement budget.
4. That appropriation authority is available that ORS 294.463(1) provides for the transfer of available appropriations and that such transfers may be made between categories, and departments within funds when authorized by official resolution of the governing body.
5. That appropriation authority is available from budgeted Contingency and that ORS 294.463(2) provides for the transfer of Contingency appropriation and that such transfers may be made within a fund when authorized by official resolution of the governing body.
6. That recognition of additional resources and budget appropriations within the General Fund between divisions are needed to provide for the unanticipated and necessary expenses or to expend certain funds not anticipated at the time the budget was adopted pursuant to ORS 294.471 & 294.463.
7. That a budget transfer is needed to provide for the unanticipated and necessary additional expenses in the Legislative division for the reimbursement of legal defense expenses pursuant to the adopted public body legal defense policy, and for Council goal setting consulting services.
8. That a budget transfer is needed to provide for the unanticipated and necessary additional expenses in the General Government division for the Commercial Sewer COVID-19 Subsidy, the Senior Citizen Sewer Subsidy, the Small Business Recovery Support Advertising, the Multnomah County IGA Municipal Broadband Feasibility Study, and for Real Estate Appraisals of the Sugarpine Drive-in and of Old City Hall.

9. That a budget transfer is needed to provide for the unanticipated and necessary additional expenses in the Information Services division associated with network switch replacement, and additional laptops, devices and software to support telework adjustments related to COVID-19 conditions.

10. That a budget transfer is needed to provide for the unanticipated and necessary additional expenses in the Finance division associated with a laptop and software licenses.

11. That a budget transfer is needed to provide for the unanticipated and necessary additional expenses in the Police Operations division associated with equipment, devices and software licenses to support the new full time Code Compliance Officer, and the Tyler EnerGov software implementation.

12. That a budget transfer is needed to provide for the unanticipated and necessary additional expenses of utilities costs for the operation of the leased Police Facility and maintenance costs, including HVAC and plumbing repairs, enhanced COVID-19 cleaning, CMU block tuckpointing and resealing, affixed steel roof ladder replacement, refrigerator replacement, and Kellogg Room expenses.

13. That a budget transfer is needed to provide for the unanticipated and necessary additional expenses in the Planning Department for staffing and consulting professional services to support the substantially increased development application volume, the housing needs analysis project, the Town Center and Community Rebranding project, support the IGA with Gresham and the implementation of the Tyler EnerGov software system, replacement of accident totaled vehicle, and additional laptops, devices and software to support telework adjustments related to COVID-19 conditions.

14. That additional resources and appropriation authority is required, for the transfer of the additional Community Service Fee received above the budgeted amount, from the General Fund to the Full Faith and Credit Debt Service Fund.

15. That budget transfers to and within budget appropriations of the Code Specialties Fund between divisions to provide for the unanticipated and necessary expenses associated with the Intergovernmental Agreement, staffing and organizational changes required to support the substantially increased development construction volume and maintain the building inspection services, and the database conversion and implementation of the Tyler EnerGov software system.

16. That a budget appropriation transfer within the Street Fund from Capital Outlay to Materials and Services to provide for audit and budgetary compliance with the proper category for budgeted necessary street maintenance projects.

17. That budget appropriation transfers for unanticipated and necessary expenses associated with the temporary labor coverage cost for employees on Family and Medical Leave (FMLA) status in the Water Utility Fund, Street Fund, Sewer Utility Fund, and Stormwater Utility Fund.

18. That the Urban Renewal Agency of the City of Troutdale (“Agency”), does not have sufficient financial resources to complete the court mandated requirements of the Consent Judgement Prospective Purchaser Agreement (PPA) and needs additional financing to complete the necessary remediation actions, and the Agency and City have entered into an Intergovernmental Agreement authorizing the Agency borrowing of additional funds from the City to finance Urban Renewal projects.

19. That Oregon Business Development Department, known as Business Oregon, approved a \$1,500,000 loan from their Brownfields Redevelopment Fund to the City for the necessary resources already advanced to the Agency to continue the environmental remediation in compliance with the Consent Judgement PPA requirements.

20. That recognition of additional resources and budget appropriations within the General Fund is needed to provide for the loan to the Agency of the proceeds from the \$1,500,000 loan from the Brownfields Redevelopment Fund.

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

Section 1. The following appropriation adjustments to the Fiscal Year 2019-2020 Budget resources and expenditures are required to provide for unexpected needs or to expend certain funds not anticipated at the time the budget was adopted, and are hereby authorized in accordance with ORS 294.471 & 294.463.

Section 2. The Fiscal Year 2019-2020 Budget is adjusted within the General Fund by recognizing additional resources totaling \$1,500,000 from the Oregon Brownfields Redevelopment Fund borrowing proceeds, and increasing requirements for Transfers a like amount as detailed below for the inter-governmental loan from the City to the Agency. The net effect of such appropriation adjustments is to increase both resources and requirements by \$1,500,000.

Section 3. The 2019-2020 Budget is adjusted within the General Fund by transfer of existing Contingency appropriation totaling \$718,000 which is allocated to divisions as follows: \$36,000 Legislative, \$20,000 Information Services, \$10,000 Finance, \$30,000 Police Operations, \$60,000 Planning, and \$562,000 Transfers.

Section 4. The 2019-2020 Budget is adjusted within the General Fund by transfer of existing appropriation totaling \$132,000 from the Facilities division to the PD Building Operations division.

<b>GENERAL FUND</b>	<b>CURRENT BUDGET</b>	<b>INCEASE / (DECREASE)</b>	<b>REVISED BUDGET</b>
<b><i>Resources-</i></b>			
Brownfield Redevelopment Fund Loan Proceeds	\$ -	\$ 1,500,000	\$ 1,500,000
Total Resources:	18,340,963	1,500,000	19,840,963
<b><i>Requirements-</i></b>			
Legislative	40,160	36,000	76,160
Judicial	129,648	-	129,648
Legal	285,622	-	285,622
General Government	582,287	-	582,287
Administration	856,108	-	856,108
Community Services	149,038	-	159,038
Information Services	304,045	20,000	324,045
Finance	664,558	10,000	674,558
Police Operations	4,019,286	30,000	4,049,286
PD Building Operations	129,872	132,000	261,872
Solid Waste/Recycling	2,286,248	-	2,286,248
Fire Protection Services	45,020	-	45,020
Planning	601,017	60,000	661,017
Parks & Greenways	1,199,501		1,199,501
Facilities	1,232,283	(132,000)	1,100,283
Transfers to Other Funds	1,362,243	2,062,000	3,424,243
Contingency	850,000	(718,000)	122,000
All other appropriations	-	-	-
Total General Fund Appropriations	14,736,935	-	16,236,935
Unappropriated	3,604,027		3,604,027
Total General Fund Requirements	18,340,963	1,500,000	19,840,963

Section 5. The 2019-2020 Budget is adjusted within the Code Specialties Fund by transfer of existing Contingency appropriation totaling \$80,000 and which is allocated to divisions as follows: \$60,000 to Building Inspections, \$10,000 to Electrical Inspections, and \$10,000 to Plumbing Inspections.

	<b>CURRENT BUDGET</b>	<b>INCEASE / (DECREASE)</b>	<b>REVISED BUDGET</b>
<b>CODE SPECIALTIES</b>			
Building	528,667	60,000	588,667
Electrical	83,001	10,000	93,001
Plumbing	86,311	10,000	96,311
Contingency	1,652,134	(80,000)	1,572,134

Total Fund Appropriations	2,350,113	-	2,350,113
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Section 6. The 2019-2020 Budget is adjusted within the Water Utility Fund by transfer of existing Contingency appropriation totaling \$25,000 which is allocated to Personnel Services budget category.

	CURRENT	INCEASE /	REVISED
WATER FUND	BUDGET	(DECREASE)	BUDGET
Personnel Services	592,318	25,000	617,318
Contingency	125,000	(25,000)	100,000
All other appropriations	2,957,079		2,957,079
Total Fund Appropriations	3,674,397	-	3,674,397

Section 7. The 2019-2020 Budget is adjusted within the Street Fund by transfer of existing Contingency appropriation totaling \$25,000 which is allocated which is allocated to Personnel Services budget category, and by transfer of existing appropriation totaling \$200,000 from Capital Outlay to Material and Services budget category.

	CURRENT	INCEASE /	REVISED
STREET FUND	BUDGET	(DECREASE)	BUDGET
Personnel Services	247,440	25,000	272,440
Material & Services	1,186,165	200,000	1,386,165
Capital Outlay	762,300	(200,000)	562,300
Contingency	900,000	(25,000)	875,000
All other appropriations	597,071		597,071
Total Fund Appropriations	3,692,976	-	3,692,976

Section 8. The 2019-2020 Budget is adjusted within the Sewer Utility Fund by transfer of existing Contingency appropriation totaling \$10,000 which is allocated to Personnel Services budget category.

	CURRENT	INCEASE /	REVISED
SEWER FUND	BUDGET	(DECREASE)	BUDGET
Personnel Services	649,424	10,000	659,424
Contingency	100,000	(10,000)	90,000
All other appropriations	5,371,957		5,371,957
Total Fund Appropriations	6,121,381	-	6,121,381

Section 9. The 2019-2020 Budget is adjusted within the Storm Sewer Utility Fund by transfer of existing Contingency appropriation totaling \$10,000 which is allocated to Personnel Services budget category.

	CURRENT	INCREASE /	REVISED
STORM SEWER UTILITY FUND	BUDGET	(DECREASE)	BUDGET
Personnel Services	229,281	10,000	239,281
Contingency	84,185	(10,000)	74,185
All other appropriations	993,386		993,386
Total Fund Appropriations	1,306,852	-	1,306,852

Section 10. These 2019-2020 Budget transfers shall cause the appropriation by division, department, and budget unit within each fund to be increased and appropriated.

Section 11. The Finance Director is authorized and directed to implement all such actions necessary to ensure budgetary compliance.

Section 12. Upon adoption, this Resolution shall be effective as of July 1, 2019.

**YEAS:**  
**NAYS:**  
**ABSTAINED:**

\_\_\_\_\_  
**Casey Ryan, Mayor**

\_\_\_\_\_  
**Date**

\_\_\_\_\_  
**Sarah Skroch, City Recorder**  
**Adopted:**