

**AN ORDINANCE REVISING THE TROUTDALE COMPREHENSIVE PLAN INVENTORY AMENDING
ORDINANCE NO. 252.**

WHEREAS, Pursuant to ORS 271.120 a hearing was held on March 23, 1982 at which the Common Council made the following findings:

1. The City's Comprehensive Plan does not yet comply with Statewide Planning Goals for reasons set forth in Section IV in the Land Conservation and Development Commission's report dated February 9, 1981.
2. The changes as shown in the attached pages from the text of the Comprehensive Plan Inventory referred to as Exhibit "A", will resolve some of the aforementioned plan deficiencies and are consistent with the State's Land Use Goals.
3. Exhibit "A" has been reviewed and recommended by the Troutdale Planning Commission and commented on by the CAC.
4. There has been opportunity for citizen review.
5. Exhibit "A" is consistent with remaining portions of the text.
6. The changes are in the public interest.


**NOW, THEREFORE BE IT ORDAINED BY THE COMMON COUNCIL OF THE CITY OF TROUTDALE,
THAT:**

The Comprehensive Plan Inventory be revised as shown on the attached Exhibit "A".

PASSED BY THE COMMON COUNCIL OF THE CITY OF TROUTDALE THIS 23 DAY OF March 1982.

YEAS 5

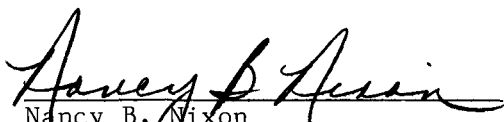
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R.M. Sturges, MAYOR

Date Signed: 3-24-82

ATTEST:



Nancy B. Nixon
FINANCE DIRECTOR/CITY RECORDER

- I. GOAL TOPIC: HOUSING
- II. GOAL: TO PROVIDE FOR THE HOUSING NEEDS OF THE CITIZENS OF THE STATE
- III. EXISTING CONDITION:

INTRODUCTION

Troutdale has been and remains a suburban bedroom community of Portland. Its greatest spurt of growth occurred during the 70's when population increased from 600 to over 5000. During this period, the City's land areas through annexations increased seven times, the housing stock four times. City services have been extended either in advance of new development or when new development has occurred.

In an effort to accommodate new residential development and to adequately address Statewide Planning Goal 10, a "Housing Task Force" was established in August 1979 to review the City's housing policies, procedures and standards and make recommendations to the City Council. The Task Force included members of the Planning Commission and C.A.C., and was attended by representatives from the Homebuilders Association; HUD; the State Housing Division; METRO; the Manufactured Homes Industries; Multnomah County; Portland General Electric; local builders, developers and real estate agents; and financial institutions. Housing policies generated by the task force were adopted by the City Council and made part of the City's Comprehensive Plan (see Major Policy Section).

A buildable land use inventory and map was completed as part of the Agricultural Goal Inventory, and an existing land use survey and map was also completed at that time. A new buildable lands inventory, using METRO's methodology and guidelines, was developed as part of the Housing Task Force's base data. This updated buildable lands inventory was completed in November 1979 and subsequently revised March 1982.

In March 1981, the LCDC reviewed the City's Comprehensive Plan for acknowledgement. Several compliance issues were identified which required the City to further consider housing policy. In order to adequately address Statewide Planning Goals pertaining to Housing concerns a clear understanding of the City's housing situation and subsequent housing need must be understood. This text discusses the following housing aspects: Population, Income, Density, Public Facilities, Net Building Acres, Housing Need and Supply, State and Regional Housing Requirement, and Mobile Homes.

POPULATION

An understanding of changes in total population and other demographic characteristics (age, sex, etc.) is essential for assessing housing need. Troutdale's population prior to 1960 changed very little since the turn of the century. However, the City's population increased by 219% between 1960 and 1970 and by 251% between 1970 and 1980. Although some of the 1970 to 1980 growth can be

attributed to populations which were annexed, most of the growth resulted from new development. This rate of 200% plus increase is expected to decrease to a 171% growth increase over the next two decades (1980-2000).

POPULATION: City of Troutdale

| <u>Year</u> | <u>Population</u> | <u>%Change</u> |
|-------------|-------------------|----------------|
| 1950 | 514 | - |
| 1960 | 520 | 1.2% |
| 1970 | 1,661 | 219.4% |
| 1974 | 2,365 | 42.4% |
| 1975 | 2,500 | 5.7% |
| 1976 | 2,730 | 9.2% |
| 1977 | 2,990 | 9.5% |
| 1978 | 3,529 | 18.0% |
| 1979 | 4,500 | 25.5% |
| 1980 | 5,831 | 29.6% |

Source: Center for Population Research and Census, Portland State University as presented in City of Troutdale report for 1950 through 1978. Wilsey & Ham for 1979 based on 258 single family and 76 multi-family building permits for the July 1978-June 1979 period and 3.19 persons per single family and 2.27 persons per multi-family dwelling. 1980, U.S. Decennial Census for 1980.

Recently the City participated in a METRO sponsored "Growth Allocation" program which established by means of computer modeling expected year 2000 population and family formation figures for all local jurisdictions in the metro region. The model was developed from buildable lands inventory data and assumptions about transportation and economic development. The figures derived shall serve as the basis for all regional planning efforts and for most local planning proposals. The City of Troutdale's year 2000 forecasted population is 15,800. The recommended forecast is what is likely to happen and does not intend to suggest what ought to happen as a matter of policy.

Population projections can be made in cursory ways (such as straight line projections) or with detailed mathematical models (such as the Center for Urban Studies). A detailed model takes into account more factors and provides a sound basis for making projections. However, assumptions in the model about the future may not hold to be true.

Population projections for a relatively small area with a relatively small population base, such as Troutdale, are subject to many fluctuations. Also, a long range forecast is more likely to differ from what actually occurs than a short range forecast. Consequently, forecasts should be reviewed and updated periodically to reflect changing patterns.

The following table identifies previous forecast prepared by various sources for the Troutdale area. All except the Lee Engineer Projection, forecasted a 1980 population well below the 1980 Census count of 5,831 people.

Existing Population Projections

| Year | Regional Base | | | Multnomah* County Adjustment | Lee Eng. | PSU C.U.S. | PSU CPRC |
|------|----------------|-----------------|-----------------|------------------------------------|-------------|---------------|-------------|
| | CRAG* "208" | MSD* Round 1 | MSD* Round 2 | | | | |
| 1980 | - | 2,487 | 2,643 | 3,513 | 7,250 | 4,471 | 4,800 |
| 1985 | 2,580 | 2,700 | 3,928 | 5,195 | 12,000 | 8,831 | - |
| 1990 | 7,340 | 5,500 | 5,840 | 7,468 | 13,700 | 10,902 | 9,000 |
| 1995 | - | 8,174 | 8,126 | 11,545 | 14,500 | 12,470 | - |
| 2000 | 10,240 | 9,119 | 9,345 | 12,428 | 15,000 | 13,084 | 14,400 |

Notes and Sources: *The CRAG, MSD, Multnomah County, and C.U.S. projections are interpolated from their original sources. The CRAG "208" projection is adapted from CRAG, General Planning Data and Projections, Columbia Region Association of Governments, Portland, Oregon, January 1977. All of the population increase in traffic zones 327 and 328 and 80 percent of zone 334 are used to derive population for Troutdale above.

The next four projections are derived from Table 5 County Farm Land Use Study, July 1979. Portland State University Center for Urban Studies, Table 5 presents single family and multi-family dwelling units. Population as shown above is derived by multiplying persons per dwelling unit used in the report. The column PSU C.U.S. (Center for Urban Studies) is from the same report, Table 2.

CRAG, Tech. Memo 24 "First Round" Regional Growth Allocation for the CRAG Transportation Study Area Year 2000 (CRAG, Portland, Oregon) June, 1978.

CRAG, Tech. Memo 26 "Second Round" Regional Growth Allocation for the CRAG Transportation Study Area Year 2000 (CRAG, Portland, Oregon) December, 1978.

C. Acres. Population Characteristics Urban Unincorporated East Multnomah County, 1977-2000. Multnomah County Planning Div. Internal Memo.), 1978.

Lee Engineering, Inc. A Study of the City Water System: An Engineering Report to the Troutdale City Council, September, 1978.

(MSD - Metropolitan Service District is the successor to CRAG, Columbia Regional Association of Governments).

The last projection is by the Center for Population Research and Census, Portland State University, from information supplied by the City of Troutdale.

Some understanding of the City's population characteristics (i.e., the demography) is helpful when attempting to qualify housing need.

The following data has been derived from the 1980 census. Troutdale residents tend to be younger than County wide residents, with a median age of 23 years, versus the County wide median age of 32. Another factor which suggest Troutdale's population is relatively young, the percent of population 17 and under versus 65 and over. Thirty five percent of Troutdale's population is 17 and under, while only 3.2 percent is 65 or over. This compares to the County wide figures where only 22.2 percent of the population is 17 or under and 12.9 percent are 65 or older.

These facts when viewed collectively suggest that Troutdale's population consist in large part of young families with school age children. This ascertainment can be supported by two additional facts. The 4,082 people in Troutdale who are 15 and over, 67.8 percent of this group are married (i.e., 2 out of every 3). Moreover, they are married, between the ages of 22 and 54 and typically live with 2 other persons (i.e., the Troutdale Family Formation factor is 3.2. persons per household).

INCOME

The 1970 median income for employed males living in Multnomah County was \$7,968, and for employed females it was \$3,853.

The median 1970 income in Multnomah County, excluding Portland, was \$10,774¹. The Portland Vancouver SMSA and Portland had proportionately more families earning less than \$8000². The 1980 median family including Portland was \$23,438³. Both Clackamas and Washington County 1980 median family incomes were higher than Multnomah counties at \$24,109 and \$26,529 respectively⁴.

The County had the higher per capita income in the state between 1965 and 1971, and the second highest between 1972 and 1974. This per capita income went up by \$3,901 in that period, the greatest increase for any county in the Portland-Vancouver SMSA. When the net increases in per capita income is adjusted for inflation, the gain in actual buying power from 1959 to 1974 is \$1,607 measured in 1967 dollars. Unfortunately, at this writing the only 1980 census data available is median income by County.

DENSITY

Density, referring to the number of dwelling units per acre, has become a major issue in comprehensive plan development, zoning decisions, and provision of public services. Density affects individuals, neighborhoods and the City as a

whole, and the effects are both economic and social. Decisions on density influences land values, cost of development and property taxes paid for governmental services. These decisions also influence air, land, and water quality, community design, and public safety.

The density pattern of an area is the product of economic as well as physical and social factors. In the past, low land costs did not discourage low density and scattered residential development. In general, this resulted in the public paying greater costs for the development of roads and provision of services.

As housing costs have accelerated, more attention has been directed toward the economic aspects of density. The direct relationship between density and the costs of residential development is becoming increasingly apparent to planners, investors, and consumers. These costs are borne by the individual resident and by the county taxpayers.

For a given population, the lower the housing density is, the higher the direct cost of that housing will be. The Cost of Sprawl prepared by Real Estate Research Corp. for the Federal Council on Environmental Quality, shows that a sprawled, single family dwelling land use pattern for a community of 100,000 people will cost \$435,000,000 more in capital expenditures than a planned community of mixed housing types. The additional millions of dollars for scattered low density is required for extending roads, water, and sewer lines, providing other governmental services and operating and maintaining these services. The investor's costs for a low density development is greater too and the increased costs are passed on to residents.

Low density development often requires services that cost more than the developments contribute to those services. A recent analysis by the Reynolds School District shows that adding single family homes to the district creates educational costs that exceed the increase in revenues. An Office of County Management Study of "Municipal Overburden" concludes that property values in outlying low density developments are supported by increased direct and social costs to urban dwellers closer to the central city.

The City's Land Use Map provides a variety of density opportunities. The proposed mixture of residential uses provides outright (i.e., no discretionary review required) opportunity for an overall net density of 8.6 units per acre with a mixture of 31.5% single-family to 68.5% multi-family for all new development.

Several factors influenced the City's decision to pursue a radical departure from the historical development pattern of 10,000 square foot lots with a net density of 3.5 units per acre.

All of the cities residential land is situated south of I-84 and contained by the cities of Wood Village and Gresham on the West, the City of Gresham to the South and the Sandy River to the east. If the City continued to only allow 3.5 units per acre an additional 7,600 people for a total of 13,500 people could be

housed within the current city limits. Since the City anticipates a population of 15,800 people by the year 2000, either more land is needed or more efficient use of existing land. (i.e., higher densities)

The City opted for more efficient use of existing land because the cost to the public and private investors is greater per unit at lower densities than at higher densities.

Once the City opted for higher densities, some concerns were raised regarding the natural environment and Public Facilities capacity among others, to support concentrated residential development. Consequently, a variety of densities opportunities have been provided for which balance the capability of the natural environment (particularly residential areas adjacent to greenway areas), the public infrastructure (streets, sewer, water, etc.), community attitudes, affordability, and compatibility with adjoining land uses.

PUBLIC FACILITIES

The location and timing of public facilities and services directly affect when and where development takes place. Since the forecasted population for the year 2000 could be housed within the existing City limits, facility plans have been prepared to accommodate anticipated growth in all residential designate areas. A Capital Improvements Plan (CIP) which is reviewed and updated yearly service as the principle document guiding the timing and phasing of all major public facility expansion (i.e., sewer, water, streets, and storm sewer).

Funds to construct projects identified in the CIP are derived principally from three sources, new development, general obligation bond, or local improvement district.

Since 1976 new development has been responsible for constructing neighborhood improvements while most of the major improvement (e.g., water reservoirs, wells, trunk lines, sewage treatment plant) have been financed by either local improvement district or general obligation bond. In those few instances where new development has provided major improvements, payback agreements have been approved. This is in keeping with the City's policy that all new development pay for its fair share of services received.

A set of system development charges (SDC) have been established to insure that new development does pay back a fair share for services expended in anticipation of growth. The City has adopted a sewer, water, and arterial street SDC. These fees are reviewed annually to insure that new development pays no more nor less than its fair share.

Currently, the cities water system can serve anticipated residential growth. Some increase to the systems well and reservoir facilities may be necessary, however, to improve fire flows.

The City continues to provide sewer plant capacity, and has recently enlarged the Sewage Treatment Plant with local funds. The City's long-term ability to provide necessary sewage treatment plant capacity is dependent upon the outcome of

the East Multnomah County Sewerage Consortium's "201" study.

The major arterial street improvements have been jointly planned for by the East Multnomah County Transportation Advisory Committee. By using Federal dollars from the "Interstate Transfer Fund", County gas tax revenues, and the City's street SDC revenues, all Regional Arterial Improvements should be completed by 1990. Neighborhood level streets will continue to be developed in conjunction with new development.

Most of the storm sewer trunk lines will be constructed either by the City or Multnomah County by 1985. Remaining storm sewer trunks will be constructed in conjunction with street improvements.

BUILDABLE RESIDENTIAL LANDS

The Buildable Residential Lands Map (Troutdale 1" = 600', November, 1979) was constructed by overlaying the Comprehensive Plan Map, resources maps showing slope, slide and flood hazards, and the updated Land Use Map.

Vacant land is identified for which the Plan permits residential development which is not over 30 percent slope, not subject to slide, or not in a floodway, and which is not completely developed. Deletion of the land in steep slope, or subject to slide or subject to flooding leaves the remaining land suitable for development. The land suitable for development is considered available and necessary over time. It is assumed over the long term that all the land in Troutdale will be served with a full range of urban services including sewers. Buildable residential lands are classified in two categories:

- a. Platted and partially developed
- b. Undeveloped

The purpose of buildable land inventory is to show which lands can be developed for residential uses and to determine the potential number of dwelling units that could be built. A summary of the inventory is as follows.

- a. In areas "platted", and "partially developed" there are 685 vacant lots or 685 potential single-family lots.
- b. The remaining area is undeveloped and includes a total of 638.5 acres distributed among the Policy Areas of the Comprehensive Plan as follows:

| <u>Policy Area</u> | <u>Acres</u> |
|---------------------------|--------------|
| Policy Area 1 | 356.4 |
| Transition Area of P.A. 1 | 278.7 |
| Policy Area 2 | <u>3.4</u> |
| Total Undeveloped Acres | 638.5 |

The number of potential dwelling units on buildable residential land is summarized as follows:

| | <u>Potential New Dwellings</u> | |
|---|--------------------------------|--------------------------|
| | <u>Single Family</u> | <u>Multi- Family</u> |
| In areas "platted" and "partially" developed | 685 | 67 |
| In undeveloped areas in | | |
| Policy Area 1 | 1536 | - |
| Transitional Areas of P.A. 1 | - | 4687 |
| Policy Area 2 | - | 68 |
| Total | 2221 | 4822 |

On buildable residential land in Troutdale, the total potential new dwelling units, single-family and multi-family combined is estimated to be 7,043. The ratio of single-family to multi-family units is 31.5 to 68.5.

In order to determine the number of potential dwelling units that could be developed on land classified as "undeveloped" the following density and development assumptions were used for calculation purposes.

In Policy Area I, with the exception of "Transitional" designated areas, R-10 and R-7 single-family zones are permitted. R-7 zones are only allowed where land is developed as a Planned Development, when open space is dedicated, or when parcels are adjacent to arterial streets or more intense uses (i.e., adjacent to "Transitional", Policy Area 2, or Policy Area 5 designated lands). For purposes of calculating R-7 densities, only those lands that are currently under one ownership and adjacent to higher intensity uses were assigned an R-7 density factor.

A density of 3.5 units per acre for R-10 designated areas and a density of 5 units per acre for R-7 designated areas were applied when calculating for potential dwelling units. The following illustrates the model used.

| | | |
|-------------------|------------------|------------------|
| <u>R-10</u> | | <u>R-7</u> |
| 43,560 SQ' | <u>ACRE</u> | 43,560 SQ' |
| <u>-20%</u> | <u>STREETS</u> | <u>-20%</u> |
| 34,848 SQ' | | 34,848 SQ' |
| <u>10,000 SQ'</u> | MINIMUM LOT SIZE | <u>7,000 SQ'</u> |
| 3.5 | UNITS/ACRE | 4.97 |

In order to calculate densities for "Transitional" designated areas two assumptions were used. "Transitional" designated parcels under one ownership adjacent to Stark Street and the downtown were assigned an A-1-B density factor (12 units per acre). The assumption is that even though these parcels could be developed at 20 units per acre, they probably would not, because they have more value as commercial office space. These areas can be developed as Commercial office space, but only when a minimum of 12 residential units are provided. Consequently, for these "Transitional" designated parcels a factor of 12 units per acre was assigned.

The second assumption used when calculating "Transitional" designated parcel density is that all other "Transitional" parcels would develop as multi-family at an A-2 density factor (20 units per acre). Some of these parcels in fact may not be developed at 20 units per acre. However, the potential exists, in that the A-2 zone allows outright 20 multi-family units per acre.

Two parcels accounting for 3.4 acres of "Policy Area II" lands have been included in the buildable lands inventory for residential development. Even though Policy Area II is principally intended for commercial development high density residential development is allowed. The 3.4 acres represents those vacant/buildable parcels that have been zoned per the property owners request to A-2. Consequently, an A-2 density factor has been applied to these parcels.

Two areas designated in the buildable lands inventory are under public ownership. Multnomah County holds title to Area 46 and Mount Hood Community College holds title to Area 48. The County is currently proposing a process whereby the County Farm (which area 46 is a part) would be developed into commercial, industrial and residential uses. Consequently, the designation of Area 46 is consistent with the County's intent.

Mount Hood Community College was advised of the City's land use designation of Area 48 and has no objection.

A summary of sub area data used to calculate dwelling units follows. Refer to the map "Buildable Residential Lands" for area locations.

AREA LISTING

Buildable Residential Lands

FEBRUARY 1982

| AREA NUMBER | BUILDABLE ACRES | DENSITY | NUMBER OF VACANT LOTS | POLICY AREA DESIGNATION | DWELLING UNIT FORECAST | |
|-------------|-----------------|---------|-----------------------|-------------------------|------------------------|------|
| | | | | | S.F. | M.F. |
| 1 | 3.8 | R-7 PD | 21 | 1 | 21 | |
| 2 | 29.2 | R-7 | | 1 | 146 | |
| 3A | 26.5 | R-10 | | 1 | 93 | |
| 3B | .8 | R-10 | 3 | 1 | 3 | |
| 4 | 3.2 | R-10 | | 1 | 11 | |
| 5 | 3.4 | R-10 PD | 12 | 1 | 12 | |
| 6 | .8 | R-10 PD | 3 | 1 | 3 | |
| 7 | 50.9 | R-10 PD | 178 | 1 | 178 | |
| 8 | 6.6 | R-10 PD | 23 | 1 | 23 | |
| 9 | 5.7 | R-10 | 20 | 1 | 20 | |
| 11A | 41.7 | R-10 PD | 146 | 1 | 146 | |
| 11B | 7.5 | R-7 PD | 46 | 1 | 46 | |
| 12A | 12. | A-2 | | TA | | 240 |
| 12B | 3.9 | R-7 | | 1 | 19 | |
| 13 | 4.5 | R-7 PD | 21 | 1 | 21 | |
| 14 | 2.9 | A-2 | | TA | | 58 |
| 15 | 7.0 | R-7 | 32 | 1 | 32 | |
| 16 | 3.4 | A-2 | | TA | | 68 |
| 17 | 4.8 | A-1-B | | TA | | 58 |
| 19 | 5.8 | A-2 | | TA | | 116 |
| 20 | 27.7 | A-2 | | TA | | 554 |
| 21 | 30.1 | R-7 | | 1 | 150 | |
| 22 | 30.5 | A-1-B | | TA | | 366 |
| 24 | 22.8 | A-2 | | TA | | 456 |
| 25A | 7.7 | R-10 | 27 | I | 27 | |
| 25B | 1.0 | R-4 | 10 | TA | 10 | |
| 26 | 9.0 | R-7 PD | 45 | 1 | 45 | |
| 27 | 3.0 | R-7 PD | 15 | TA | 15 | |
| 28 | 8.8 | A-2 | | TA | | 176 |
| 29 | 5.8 | R-7 | | 1 | 29 | |
| 30 | 1.7 | R-10 | 6 | 1 | 6 | |
| 31 | 4.3 | R-10 | 15 | 1 | 15 | |
| 32 | .8 | R-10 | | 1 | 3 | |
| 33 | 33.1 | A-2 | | TA | | 662 |
| 34A | 12.5 | A-2 | | TA | | 250 |
| 34B | 60.4 | R-7 | | 1 | 302 | |
| 35 | 34.2 | A-1-B | | TA | | 410 |
| 37A | 2.1 | A-2 | | 2 | | 42 |
| 37B | 1.3 | A-2 | | 2 | | 26 |
| 38 | .8 | A-1-B | | TA | | 10 |
| 39 | 3.5 | R-7 | | 1 | 17 | |
| 40A | 16.8 | R-10 | | 1 | 59 | |
| 40B | 3.7 | R-10 PD | 13 | 1 | 13 | |
| 41 | 36.9 | R-7 | | 1 | 184 | |
| 42 | 11.0 | R-10 | | 1 | 38 | |

AREA LISTING

Buildable Residential Lands

FEBRUARY 1982




| AREA NUMBER | BUILDABLE ACRES | DENSITY | NUMBER OF VACANT LOTS | POLICY AREA DESIGNATION | DWELLING UNIT FORECAST | |
|-------------|-----------------|---------|-----------------------|-------------------------|------------------------|------|
| | | | | | S.F. | M.F. |
| 43A | 89.2 | R-10 | | 1 | 312 | |
| 43B | 7.0 | A-2 PD | 42 | TA | 42 | |
| *44 | 7.0 | R-10 | 7 | 1 Greenway | 7 | |
| 46 | 33.5 | A-1-B | | TA | | 402 |
| 47 | 35.1 | R-7 | | 1 | 175 | |
| 48 | 49.9 | A-2 | | TA | | 998 |
| TOTAL | 815.6 | | 685 | TOTAL | 2221 | 4822 |

*Section 44 is an area situated on the east side of the Sandy River where steep topography characterizes most of the land and city services are not available. consequently, it is reasonable to assume that development will be restricted to one unit per acre.

SUMMARY

| | |
|-------------------------|---------------------|
| POTENTIAL HOUSING STOCK | 7043 DWELLING UNITS |
| OVERALL DENSITY | 8.6 UNITS PER ACRE |
| NEW CONSTRUCTION MIX | |
| Single-family | 31.5 % |
| Multi-family | 68.5 % |

TROUTDALE
BUILDABLE RESIDENTIAL LANDS

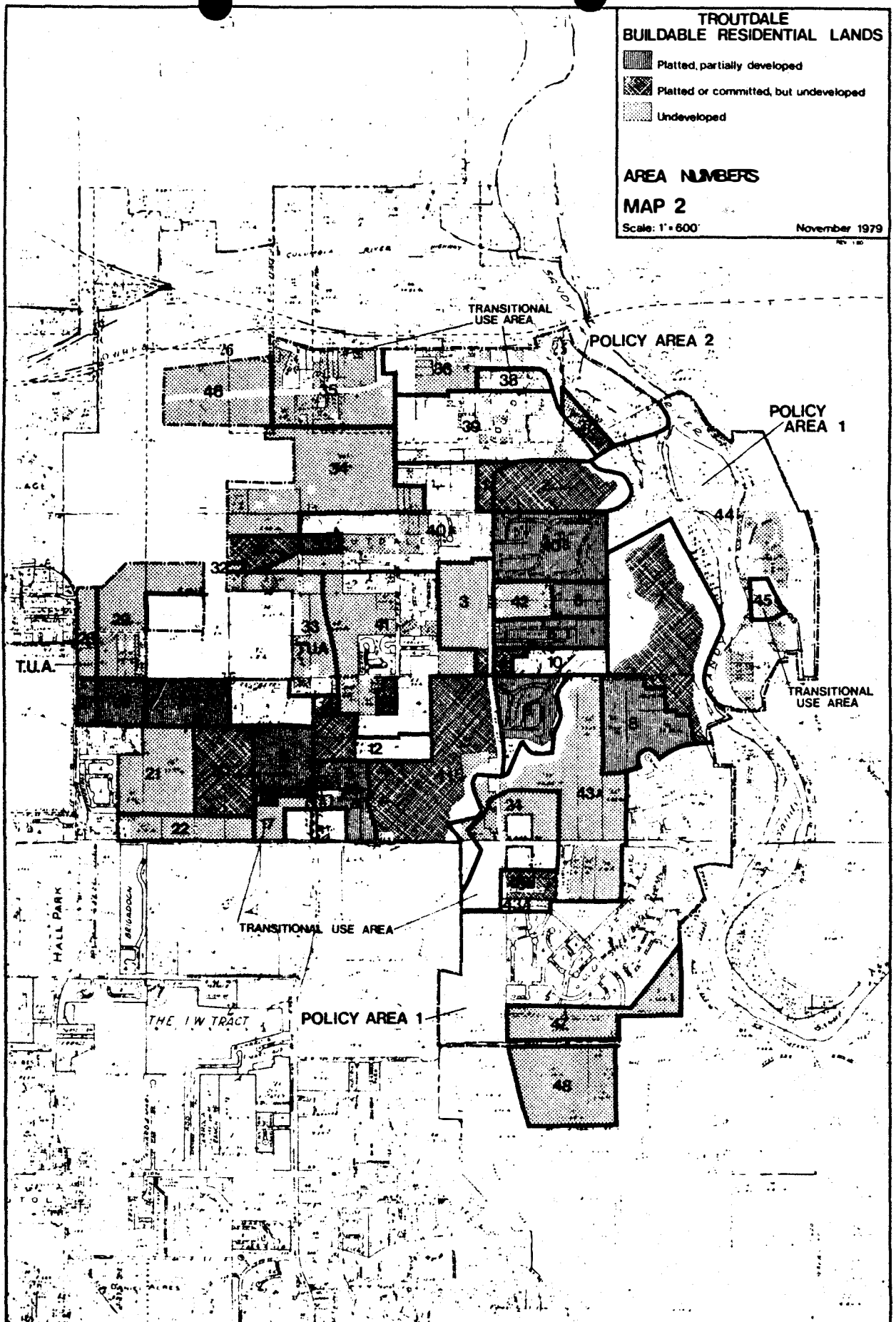
-  Platted, partially developed
-  Platted or committed, but undeveloped
-  Undeveloped

AREA NUMBERS

MAP 2

Scale: 1" = 600'

November 1979



HOUSING NEED AND SUPPLY

The City of Troutdale is committed to the goal that all residents of the County should have the opportunity to obtain decent housing, without crowding, at a cost which is not excessive, in the location of their choice. The fulfillment of this goal requires the matching of residents' need for housing with the supply of housing. The City, through its land use planning process, has insured the availability of a diversity of types and locations of housing sites. Ultimately, it will be up to developers to insure the availability of housing in the City. This section examines the projected need for housing to the year 2000, and current supply of vacant residential acreage in the City limits.

As of 1980, according to the census, 5,831 people are living in the City of Troutdale. The majority of these people live in detached single-family housing. The 1,618 detached dwelling units in Troutdale accounts for 83.6% of the total housing stock. The 317 multi-family dwelling units (i.e., apartments, duplex, condominiums) accounts for 16.4% of the housing stock. Housing opportunities in Troutdale are limited for households seeking existing duplexes, apartments, and condominiums.

The average number of persons per dwelling unit in Troutdale is 3.2 persons per dwelling unit. This figure is similar to other outlying suburban communities. This relative high household size is indicative of households with children which runs counter the general trend towards smaller families and rising divorce rates.

It is expected that Troutdale's average household size will drop in the next two decades. Reynolds School District, for example, is experiencing an average annual decline in enrollment of 3%, in spite of current new housing construction. School district officials project continuous declining enrollment until the mid-1980's. This decline affects the District's ability to raise revenues and increases the average cost per pupil if present programs are maintained. Increasing the number of households per acre and providing affordable housing alternatives to young families could help to offset the cost of declining enrollment.

Most of Troutdale's housing stock is relatively new. An estimated 1416 dwelling units (73%) of the City's stock has been built since 1970. Since 1960 an estimated 1,772 dwelling units, 91.6% of the City's stock, has been constructed. In that most of the housing in Troutdale is less than 20 years old, the overall conditions of the stock is good. Little if any of the housing stock will require replacement.

The cost of housing in Troutdale is relatively high when compared to other jurisdictions in Multnomah County. Troutdale's owner occupied housing is the third most expensive housing out of 7 communities in the County with a median value of \$66,900. Lake Oswego and Gresham are ranked one and two with median values of \$139,300 and \$70,000 respectively.

Usually median value is a poor indication of actual housing cost, however, in

Troutdale's situation it closely approximates the average cost of owner occupied housing. The average cost of owner occupied housing is \$69,132, where 75% of the owner occupied housing ranges between \$50,000 to \$79,999.

Out of the 7 communities in the County, the cost of rental housing in Troutdale is only exceeded by Lake Oswego. Troutdale's rental housing stock has a median monthly rent of \$330. This relatively high rent can be explained in part by the number of vacant detached housing units which owners have been forced to rent instead of selling during the recent housing market slow down.

With the recent slow down in the housing market, Troutdale has a relatively high aggregate vacancy rate. According to the 1980 census, 176 dwelling units were vacant. This represents 8.9% of the total housing stock. Some 102 of the vacant units were for sale. When market conditions improve the Troutdale housing stock should have an aggregate vacancy rate of approximately 2 to 3%. This is more indicative of a predominately detached single-family housing stock.

The following table illustrates Troutdale's housing need for the year 2000. As indicated some 15,800 people are expected to live in Troutdale by the year 2000. In order to house more people with fewer of them living together some 4516 new dwelling units will be required. Moreover, an additional 267 units will be necessary to insure market equilibrium and choice in the market place.

Several assumptions were used to forecast population increase by submarket. Because of rising housing cost and smaller households, fewer people will be able to afford their own detached dwelling units. Consequently, it is expected that a greater number of multi-family and attached housing units will be needed. Since it is difficult if not impossible to forecast market trends over the next 20 years, multi-family and single-family population assignments corresponds with density allocations for vacant buildable lands (i.e., 60% multi-family, 40% single-family).

Even if fewer people live in attached or multi-family housing by the year 2000, which would be more likely than more people living in attached or multi-family housing, single-family units can be built in lieu of multi-family or attached units. Consequently, there is little concern as to whether sufficient lands are available for both single-family and multi-family housing by the year 2000, because flexibility has been built into policies to accommodate an ever changing market.

STATE AND REGIONAL HOUSING STANDARDS

The Land Conservation and Development Commission adopted Administrative Rule OAR 660-07-000 at their December 3, 1981 meeting which establishes Housing Density and Housing Mix standards for all jurisdictions within the Metropolitan Portland Urban Growth Boundary.

SUMMARY OF HOUSING NEED BY SUBMARKET

TROUTDALE 1980 - 2000

| | 1980 ¹ POPULATION | 2000 ² POPULATION | POPULATION INCREASE 1980-2000 | HOUSEHOLD ³ SIZE | NEEDED NEW (DWELLING UNITS) | VACANCY RATE | | HOUSING STOCK (DWELLING UNITS) |
|---------------|---------------------------------|---------------------------------|-------------------------------------|--------------------------------|-----------------------------------|--------------|--------|--------------------------------------|
| | | | | | | % | D.U.'S | |
| Single-Family | - | - | 4823 | 2.69 | 1793 | 2 | 36 | 3447 (51.6) |
| Multi-Family | - | - | 5146 | 1.89 | 2723 | 7 | 191 | 3231 (48.4) |
| TOTAL | 5831 | 15,800 | 9969 | - | 4516 | - | 267 | 6678 |

1. 1980 Decennial Census
2. Metro Regional Transportation Plan
3. Ibid

In order for the City of Troutdale to meet minimum residential density for new construction, an overall density of eight or more dwelling units per net buildable acre is required. Net buildable acre is defined as residentially designated buildable land, after excluding present and future right-of-ways, restricted hazard areas, public open spaces and restricted resource protection areas.

The new construction mix for single-family and multi-family housing are the same for all jurisdictions situated within the Metropolitan Portland Urban Growth Boundary, except for small developed cities. The City of Troutdale must provide opportunity for at least 50 percent of new residential units to be attached single-family housing or multiple-family housing.

Both the Housing Density and Housing Mix standards have been met by the City of Troutdale.

MOBILE HOMES

Historically, Troutdale area residents have preferred conventional stick built housing to mobile homes, a feeling which apparently is still persist. The results of a recent citizen questionnaire, indicated that 70% of the respondents did not want mobile homes in their neighborhood, and 61% did not want mobile homes in Troutdale.

The mobile home issue is a complex social-economic issue that is not likely to be totally resolved during the course of this Comprehensive Plan process. However, the following findings provide the basis for the City's mobile home policy.

1. Mobile homes do enjoy a significant relief from real property taxes and can eventually be taxed at one-half their new purchase value generally.
2. Mobile homes produce essentially the same number of school-age children as single detached family dwellings but about only half the revenue per child to the school district as those detached dwellings.
3. Mobile homes and single family detached dwellings do not produce as high a school district property tax revenue per child as do apartment developments.
4. Mobile homes enjoy a "double standard" as far as construction code requirements are concerned, getting the benefit of a separate code designed to accommodate mobile homes exclusively.
5. Mobile homes as a viable means of providing low income housing is not clearly established because:
 - a) the credit terms available are not necessarily equitable to equivalent housing of the stick built variety;

- b) the mobile home "depreciating value" feature, written into the tax statutes, does not increase the purchasers equity to the same degree that owners of conventional housing and real estate realize. This increased equity is an important part of a savings and "net worth" analysis through which individuals can eventually seek upward economic mobility and a hedge against inflation;
- c) the equity in their ownership cannot be subordinated for other credit purposes to the same extent as other real property;
- d) traditionally the area where mobile home development have been located are not particularly well suited to low income housing due to lack of proximity to employment, services, schools, etc.;
- e) the long-range energy costs for mobile homes are significantly greater than conventional construction of the same square footage due to their construction and geometric configuration.

In review of the above findings it can be concluded that mobile home occupants require the same levels of public supported services (e.g., sewer, water, streets, school facilities, etc.) as do residents of stick built dwelling units, but contribute less towards the support of those services. Also, because mobile do not necessarily represent a cost saving for housing service and because community residents do not desire mobile homes, mobile homes are determined not to be needed housing type in Troutdale. While it is recognized that mobile homes may provide an opportunity for moderate cost home ownership, the City has done the following to insure that this will be met in other ways:

1. In areas adjacent to Beaver and Arata Creek and the Sandy River because of hazards and fish and wildlife habitats density. Transfers will be allowed under certain conditions.
 2. Single-family lot sizes can be reduced from 10,000 square feet to 7,000 square feet minimums.
 3. The overall density and new housing mix exceeds minimum guidelines established by METRO and the Land Conservation and Development Commission.
 4. The amended Land Use Map provides opportunity for additional multi-family units, to the extent that all vacant buildable residential land when built could accommodate approximately 70% multi-family and 30% single-family dwelling units.
 5. Design standards have been established that will adequately address physically sensitive areas to include fish and wild life habitats.
- As suggested above, the issue of mobile homes has not been total resolved.

Recent legislative action requires each jurisdiction by 1983 to make provisions for mobile homes or take exceptions to mobile homes via the State Land Use Goal 2 process. The City is committed to further study the mobile homes issue and will elect by 1983 a mobile home policy consistent with State Land Use law.

IV OBJECTIVES:

1. Provide zoning and approve subdivision, of appropriate lands with sufficient services, to create an inventory of buildable residential lots.
2. Provide multiple-family zoning for an appropriate number of sites, with sufficient services, in areas suitable for apartment and other multiple-family uses.
3. Develop funding programs to insure that necessary public facilities are provided either in advance of development or in conjunction with new development without unnecessarily inflating the cost of housing.
4. Preserve and protect areas that are characterized by natural hazards or have resource or scenic value.
5. Provide for a variety of housing options both for single-family and multi-family submarkets.
6. Provide opportunity for both moderate and higher cost housing.

V IMPLEMENTATION:

1. The City should amend the Comprehensive Land Use Map to provide for a minimum of 50% single-family and 50% multi-family building opportunity for all new development.
2. The City should amend Comprehensive Plan policy to insure that clear and objective standards serve as the basis for all future deliberation of Zoning Map amendments.
3. Amend Comprehensive Plan policy and Zoning Ordinance and Map to establish the SR zone as a 10 acre minimum holding zone intended to preserve urban land until lands are developed.
4. Revise the Capital Improvement Program annually to reflect changes in money supplies and development trends.
5. The City should amend Comprehensive Plan policy pertaining to Greenways so that language is consistent for all policy areas. Moreover, Greenway policy should be expended to provide standards for steep slopes and floodway and floodway fringe in order to preserve and project physically sensitive areas.

6. The City should revise the Zoning Ordinance's "Physical Constraint" District to include standards for steep slope areas.
7. The Zoning Map should be amended so as to be consistent with the Comprehensive Plan Land Use Map.
8. The City should amend the Zoning Ordinance to allow for a variety of housing alternatives. Specifically, opportunities for single-family attached, row houses, condominiums, mixed office/apartment, mixed commercial/apartment, smaller detached single-family lots, and mixed housing density should be provided.
9. Review on an annual basis City fee and charges ordinances, to insure new development only pays for its fair share of services.
10. The City should amend the Comprehensive Plan and Zoning Ordinance to insure that an overall net density of 8 dwelling units per acre can be achieved.

- 1 1970 Census of Population and Housing, Census Tracts, Table P-4
- 2 Ibid
- 3 Oregon Department of Commerce, Housing Division, May 1981.
- 4 Ibid