

ORDINANCE NO. 478-0

AN ORDINANCE ADOPTING THE CITY'S AMENDED COMPREHENSIVE LAND USE PLAN TEXT AND MAP.

WHEREAS, the City's Comprehensive Plan calls for "a general review of the Comprehensive Plan... once a year to determine its applicability and effectiveness in light of changes, expansions and development in the community"; and

WHEREAS, the Comprehensive Plan states that the "Planning Commission and City Council may, as they deem necessary, amend the Comprehensive Plan or cause additional studies, research, or ordinances to be completed in order to change and/or support the plan"; and

WHEREAS, the City's acknowledged plan has been found to be complex, disjointed and difficult to interpret and use; and

WHEREAS, the City's efforts to simplify and streamline the Comprehensive Plan through the amendment process are consistent with the Plan as acknowledged; and

WHEREAS, simplification and streamlining enhance and facilitate improved understanding, administration and use of the Plan; and

WHEREAS, the City prepared and adopted an improved citizen involvement program, widely publicized vacancies on the Citizen Advisory Committee (CAC), interviewed applicants and appointed representatives from citizen participation districts; and

WHEREAS, the State Citizen Involvement Advisory Committee (CIAC) recommended approval and the Land Conservation and Development Commission (LCDC) unanimously approved the City of Troutdale's Citizen Involvement Program; and

WHEREAS, the Citizen Advisory Committee (CAC) held open and publicized meetings and reviewed these plan amendments over a period of four months; and

WHEREAS, the Planning Commission held public hearings where public input was sought and received; and

WHEREAS, both the Citizen Advisory Committee (CAC) and the Planning Commission recommended adoption of the restructured/reformatted Comprehensive Plan as amended; and

WHEREAS, the Department of Land Conservation and Development (DLCD) reviewed these amendments and found them to be consistent with the City's acknowledged Comprehensive Plan; and

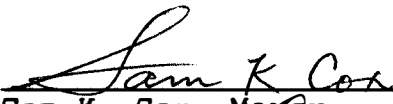
WHEREAS, the City Council in line with its desire to have a Comprehensive Plan that is clear, simple and straightforward, easy to understand and use, to help encourage and facilitate development within its planning area and to provide for needed housing, appropriate commercial and industrial uses, and to preserve and protect the City's environment, natural resources and historical heritage:

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

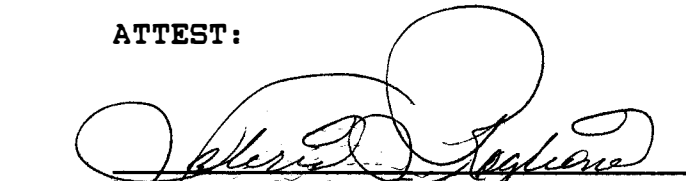
The City Council of the City of Troutdale does adopt the City's amended Comprehensive Land Use Plan Text and Map (Exhibit 'A'). This ordinance shall become effective on the same date the Amended Development Ordinance becomes effective.

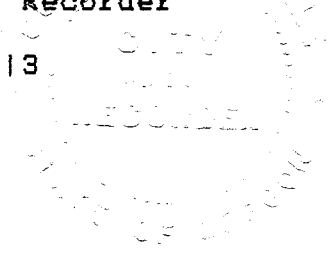
PASSED BY THE COMMON COUNCIL OF THE CITY OF TROUTDALE THIS  
28th DAY OF OCTOBER, 1986.

YEAS	<u>6</u>
NAYS	<u>0</u>
ABSTAINED	<u>0</u>

  
\_\_\_\_\_  
Sam K. Cox, Mayor  
Date Signed: October 28, 1986

ATTEST:

  
\_\_\_\_\_  
Valerie J. Raglione  
City Recorder  
CD1513



# COMPREHENSIVE LAND USE PLAN

**AMENDED OCTOBER 1986**

**CITY OF TROUTDALE**

**Multnomah County, Oregon**

CITY COUNCIL

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ADMINISTRATIVE STAFF

PAMELIA L, CHRISTIAN, CITY ADMINISTRATOR  
GREG WILDER, COMMUNITY SERVICES DIRECTOR  
JAMES JENNINGS, CITY ATTORNEY

COMPREHENSIVE LAND USE PLAN  
AMENDED OCTOBER 1986

PROJECT STAFF  
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CITY OF TROUTDALE  
MULTNOMAH COUNTY, OREGON

## TABLE OF CONTENTS

	PAGE
Introduction	1 - 2
Goals and Objectives	3 - 4
Citizen Involvement	5
Land Use	6 - 10
Open Spaces, Scenic and Historic Areas, and Natural Resources	11 - 13
Aesthetics and Community Appearance	14 - 16
Air, Water and Land Resources Quality	17 - 18
Natural Disasters and Hazards	19 - 20
Recreational Needs	21 - 23
Economy	24 - 26
Housing	27 - 31
Facilities and Services	32 - 33
Transportation	34 - 36
Energy Conservation	37 - 38
Urbanization	39 - 40
Plan Evaluation and Amendment	41 - 43

## INTRODUCTION

### THE CITY

Troutdale, incorporated in 1907, is a small city of approximately 7,000 residents located near the confluence of the Sandy and Columbia Rivers within the easternmost boundary of the Portland Metropolitan area. The principal transportation link between Troutdale and Portland is Interstate 84. The Union Pacific Railroad main line runs through the City just north of Troutdale's city center. The Troutdale area is the Gateway to the Columbia Gorge and Sandy River canyon recreation areas. Troutdale's neighbors include Wood Village to the west, Gresham to the south and unincorporated areas of Multnomah County to the north and east.

### THE PLAN

This is an amended draft of the City of Troutdale's Plan as acknowledged by the Oregon Land Conservation and Development Commission (LCDC) in 1983. The preparation of this Policy document, along with a separate "Inventory" document and implementing ordinances, has been in part funded through an LCDC grant.

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

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

### WHAT DOES THE PLAN DO?

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

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

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

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

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



## GOALS AND OBJECTIVES

The following are the goals and objectives that served as a framework for the preparation of this Plan. All of the policies and recommendations made in this Plan were weighed against these interrelated concepts for the future. The goals and objectives evolved out of the conclusions reached during the background inventory and citizen involvement processes.

1. To provide a sound basis for urbanization by establishing proper relationships between residential, commercial, industrial, and open space uses.
2. To encourage City and County cooperation in the provision of urban services in order to bring about a more orderly development pattern and thereby avoid unnecessary tax burdens and excessive utility costs usually associated with scattered, unrelated development and fragmented services.
3. To bring about a general increase in population density throughout the community in order to facilitate the efficient use of public transportation systems and other public facilities and services.
4. To provide a safe and coordinated transportation and circulation system that will bring about the best relationships between places where people live, work, and play.
5. To significantly improve the appearance of the community, particularly along I-84 and in the downtown area, as one means of recapturing the individual and distinct identity of the Troutdale area within its urban context and in relationship to the adjoining communities of Gresham and Wood Village.
6. To retain and enhance desirable existing areas and to revitalize, rehabilitate, or redevelop less desirable areas.
7. To continually strive for excellence in all private developments and public services within the constraints of economic reality. Economic reality should not be interpreted as maximum profit for minimum investment or as minimum local budgets for maximum services, but rather optimum initial expenditures justified by the long range social, economic and aesthetic benefits derived from those expenditures.

8. To encourage and promote innovation in development techniques in order to obtain maximum livability and excellence in planning and design for all new developments that respond to the specifics of the site and the need for continued awareness of energy use consequences.
9. To continually strive to maintain the high air, water, and land quality and to protect and preserve those significant environmental and ecological resources in the area.
10. To provide an adequate supply of open space and park and recreation areas to meet the recreational needs and desires of the City's residents.
11. To continually involve the citizens of Troutdale in the planning process and to encourage maximum neighborhood participation within the constraints of city-wide concerns and interests.

## CITIZEN INVOLVEMENT

Initially, the City was divided into fourteen neighborhood areas, which were later reduced to six. The chair and co-chair of the six neighborhood groups functioned as the Citizen Advisory Committee (CAC) which met monthly to review progress on the Plan. This neighborhood-based CAC assisted in the land use survey and in developing and reviewing Plan policies and land use designations. Two surveys were conducted; one by the Planning Commission, the other by the CAC. Feedback from these two surveys and from neighborhood and CAC meetings helped form the basis for goal setting and policy formulation.

A new Citizen Involvement Program (CIP) was adopted in February 1986 which divided the City into five geographic districts. These five districts are represented on the Citizen Advisory Committee (CAC) on the basis of one representative per two hundred dwelling units. Additional representatives are drawn from business, natural/environmental resource, and community service interests. The CAC consists of a total of fourteen regular members and other alternate members.

The CAC will review plan and ordinance amendments and participate in the periodic review process. The CAC is expected to continue to monitor neighborhood development to ensure conformance to plan policies and guidelines. The Committee for Citizen Involvement (CCI), established in January 1986, in addition to helping implement the CIP, will evaluate the performance of the CIP and CAC at least annually.

### POLICIES

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

## LAND USE

The land use element is the framework around which the plan is built. The structure of the plan must include a factual information base, a planning process and a policy framework. The goal is to achieve the desired relationships between commercial/industrial and residential land uses and, at the same time, protect property values and direct development away from natural hazard areas, sensitive natural areas, and open space. The desired results are adequate levels of housing supply, services, shopping, employment, transportation and recreation facilities for the area's residents in a healthy environment.

The plan should make it possible for families and individuals of all ages and income levels to have a choice of housing density, type and cost. It should provide the residents of the City and surrounding areas with access to a variety of goods and services through commercial establishments within the City. It should provide for new commercial and industrial developments and for the expansion, where appropriate and feasible, of existing commercial districts. Commercial districts should be compact, efficient, properly related to surrounding uses, and should not result in hazardous traffic patterns. There should be a core area to serve as a public service, cultural and social center for the area's residents, and with which everyone in the City may identify. Multi-family locations should include areas adjacent to commercial districts, where public services and conveniences are concentrated, and areas along or adjacent to major or minor arterials. In certain locations, apartments may coexist with professional and business office uses which do not generate high volumes of traffic. The views and general low-density character of adjacent single-family developments should be preserved.

Perhaps the single most important function of the City as a governmental unit is to provide people with places to live. Appropriate uses within residential districts include single-family homes, two-family dwelling units and apartments, churches, schools, day-care centers, community centers, nursing homes, home occupations and similar uses. Commercial and industrial uses should be compatible with surrounding residential uses. Industrial sites should primarily be along or adjacent to major arterials and/or freeways.

One important product of the planning process that deserves special mention is the plan map. The plan map represents the application of land use designations in accordance with the goals and policies of the plan. It is intended to supplement the written plan text, not to replace it. It should always be

considered in conjunction with the adopted planning goals and policies.

## POLICIES

1. Prepare an inventory of housing, transportation, the economy, facilities and services, natural resources, environmental conditions and recreational needs.
2. Project economic and population growth to the year 2000 and determine facilities and service requirements to accommodate existing and anticipated public needs as well as economic and population growth.
3. Identify suitable and unsuitable land for development and determine land requirements for economic development and population growth.
4. Prepare a comprehensive land use plan and establish a planning area boundary based on citizen and affected agencies input and on the goals and objectives of the community.
5. Implement the plan through zoning and development ordinances, capital improvement programming, a central business district development program, and other appropriate measures and/or programs.
6. Establish a process for evaluating and amending the Comprehensive Plan.
7. Future development and local development standards shall recognize and respect the character of already developed areas. Maximum flexibility in development shall be encouraged in undeveloped areas.
8. The City will continue to cooperate with Federal, State, Regional and County agencies, special districts, utility companies, and adjoining cities in planning delivery of services in such areas as transportation, solid waste, air quality control, sewer, water, storm water, education, energy, and emergency services.
9. Development standards within the Urban Growth Boundary shall be prepared by the City recognizing that there is an implied need for continuity with County and adjoining cities' standards.

## LAND USE DESIGNATIONS

### Low Density Residential (LDR)

This designation provides for up to 5 dwelling units per net acre. It is intended for existing single-family residential areas and for vacant land with constraints to development at higher densities. Commercial development except for home occupations and neighborhood commercial is not considered appropriate within this designation. Minimum lot size in this designation will be 7,000 square feet. The following areas may be designated LDR:

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

### Medium Density Residential (MDR)

This designation provides for up to 8.5 dwelling units per net acre. It is intended for existing single-family and duplex residential areas and for vacant land suitable for development at this density. Commercial development except for home occupations and neighborhood commercial is not considered appropriate within this designation. Lot size in this designation will include 4,000 and 5,000 square foot lots. The following areas may be designated MDR:

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

### High Density Residential (HDR)

This designation provides for up to 19 dwelling units per net acre. It is intended for existing multi-family residential areas and for vacant land suitable for development at this density. Apartments, townhouses and similar residential structures are intended uses within this designation. Business and professional offices as well as retail are also appropriate uses within this designation as neighborhood commercial. The following areas may be designated HDR:

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

#### Commercial (C)

This designation recognizes existing commercially developed areas and provides for additional commercial development within the City. It encourages infilling and improvement of the visual appearance along major arterials where strip development currently exists, as well as the expansion and renovation of existing commercial areas. The intent is to encourage development of commercial land in both a pattern and scale that appropriately serves the needs of City residents and the traveling public. High-density residential uses may be permitted within this designation as conditional uses.

The commercial (C) designation provides for neighborhood commercial, community commercial, general commercial uses and the central business district. Neighborhood commercial uses include convenience retail and service establishments relying upon frequent purchases and having small trade areas. These uses are compatible with and may be located in residential areas. Community commercial uses provide for a limited range of goods and services. They are generally compatible with adjacent neighborhoods and their trade areas may encompass several neighborhoods. General commercial uses provide for a wide range of goods and services and may coexist with some light industrial uses. They are generally incompatible with residential uses and their trade areas may be quite extensive. The Central Business District should be the commercial core area of the City which serves as a central service and retail center. The following areas may be designated C on the Plan Map:

1. Areas having a historical commitment to professional/business office, retail, wholesale and/or business service, including areas already developed as commercial strips along arterials; and
2. Areas necessary for commercial use, provided:
  - a. There is direct access to a collector or arterial;

- b. New commercial areas are sufficiently separated from other existing or proposed commercial areas;
- c. Existing commercial strips are not extended, and
- d. Siting does not result in significant traffic or adverse environmental impact.

#### Industrial (I)

This designation provides for industrial parks, light industrial and general industrial activities. The intent is to encourage industrial growth and provide for industrial development at appropriate locations in order to increase the level of employment, enhance the tax base, decrease service costs and achieve a healthy, diverse and stable local economy. Non-industrial uses are not encouraged in industrial areas except for those, not including housing, which serve the needs of the area's work force. The following areas may be designated I on the Plan Map provided siting of 2 & 3 below does not result in significant adverse impacts on residential or sensitive natural resource areas.

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

#### Open Space And Natural Resource Uses

Open space includes natural resource areas, flood plains, wetlands, steep slopes, unique areas, beaches and river banks, trails, etc. Cluttered development and unsightly signs should be discouraged along highways. Greenways should be encouraged. Flood plains should be retained as open space. All construction and development within the flood plain should not restrict the flow of flood waters. Footing elevations for buildings and streets should be in accordance with flood plain regulations. Vegetation along rivers and drainageways should be maintained. Resource extraction should not lead to resource depletion or environmental degradation.



## OPEN SPACES, SCENIC AND HISTORIC AREAS, AND NATURAL RESOURCES

### OPEN SPACES, SCENIC AND HISTORIC AREAS

The City has developed and adopted an open space and parks plan, and a bond issue was approved by voters in 1979 to implement the plan. The plan designated the Beaver Creek and Sandy River canyons as greenways.

A study by the Columbia Region Association of Governments (CRAG) identifies "early exploration campsites" on the northwest tip of the Sandy River Delta (Reynolds Aluminum property). The study's assertion is based on the Lewis and Clark Journals describing their trek down the Columbia River in 1805. Since the Sandy River was re-routed westward more than one mile, the likely location of the campsites is on the delta tip at the old Sandy channel mouth very near Flag Island. Broughton Bluff was named in honor of William Broughton's expedition in 1792 from the mouth of the Columbia River to the Broughton Bluff. Flag Island also commemorates Broughton's landing and the raising of the English flag on that island in October 1792.

Of more recent historical significance is the Troutdale Train Depot station which has been restored and relocated at the new "Depot Park" across from City Hall along the Sandy River. Lewis and Clark Park, across the Sandy River from Depot Park, is a state park commemorating that expedition. Scenic drives in the area include Crown Point Highway from Lewis & Clark Park past Oxbow Park, and Stark Street. Historic structures include the Harlow House purchased by the City in 1979. It is one of the oldest houses in Troutdale and is a historical museum.

### NATURAL RESOURCES

All streams within the planning area with either perennial or intermittent flows are considered sensitive areas. One unique area is the Sandy River smelt area. There are riparian areas for both bird and plant species on the Sandy River Delta north of the City and south on the Sandy River by Gresham. The protection of the rugged Beaver Creek Canyon and the Sandy River is of particular importance to the community. The City's goal is to retain riparian vegetation and channel integrity, meanders and stable non-eroding banks that protect water quality, preserve fish and wildlife habitat, and provide for a variety of recreational and aesthetic values.

Within the Troutdale planning area, there are bird populations of hawks, owls, songbirds, as well as small mammals and other nongame wildlife species. Nongame wildlife habitat is found throughout the Troutdale area, particularly

in parks and adjacent water areas. The primary land use activity that conflicts with nongame wildlife in the urban area is the elimination of open space and associated native plant species. Therefore, residential and commercial/industrial development should not adversely impact open space or native plant species.

The City of Troutdale obtains its municipal water from upper aquifers. The City is, therefore, concerned with any disturbance of the natural landscape which would impact the water source. Land development can disturb the natural state by removing vegetative cover and increasing surface runoff. The former reduces the land's ability to filter and purify water; the latter contributes to the increased severity of flooding. Other land use activities such as aggregate extraction and landfills also directly affect water quality.

There is only one active aggregate extraction site in Troutdale. The Troutdale Sand and Gravel Company on the Sandy River has an extraction permit, first issued by the State Lands Division in 1970 (the same year the permit process was started by the Division). The company's operations date back to 1945. The permit authorizes commercial removal of up to 10,000 cubic yards of sand at River Mile 3 on the Sandy River. The sand is used for the manufacturing of ready-mix concrete. The company's activities are subject to the operation and reclamation procedures of the State Lands Division. Inactive extraction sites include the Thompson Villa Quarry and the Obrist Pit. The latter was in operation as an aggregate extraction site between 1970 and 1980. The operation was allowed with the understanding that the site would eventually be rehabilitated to accommodate a 21-acre community park. However, due to enforcement difficulties, the operation left behind an 80x400 foot crater. Since then, part of the crater has been filled. The City intends to fill the site according to DEQ standards and develop it into a community park.

There are no known site-specific ecological or scientific areas of significance within the City of Troutdale. There are no known wildlife habitats, vegetation zones, water areas, or aggregate resources that are deemed significant by any conservation group, Federal or State agency. The City does, however, recognize the importance of enhancing those resources it has. The City is further committed to support efforts in connection with maintaining system-wide resource integrity, particularly stream corridors, in so far as portions of these are located within the City. The most obvious of these areas are flood plains and steep slopes associated with the stream corridors of the Sandy River, Beaver Creek, and Arata Creek; but most notably the first two. There are approximately 430 acres of land designated as floodway/greenway within the City limits along the stream

corridors of the Sandy River and Beaver Creek. The City's policy is to mitigate detrimental environmental impacts and to limit encroachment on environmentally sensitive areas.

#### POLICIES

1. Open space and natural resources will be conserved. The City will seek to protect fish and wildlife habitats, natural vegetation, and water courses; it will mitigate environmental disturbance caused by aggregate resource utilization through adequate extraction provisions.
2. The City will not allow activities that would adversely impact its open space and natural resources (i.e., mineral and aggregate resources, energy resources, domestic water supply, fish and wildlife habitat, ecologically and scientifically significant natural areas).
3. Identified historic buildings or sites will be preserved and protected through:
  - a. Historic resource district designation;
  - b. Public acquisition;
  - c. Restoration and maintenance;
  - d. Historical markers; and
  - e. Design Review.
4. Newly created streets will be given historically significant names.
5. Preserve floodplains not protected by a dike or levee.
6. Limit development or redevelopment of smaller tracts of land which act accumulatively as natural, conservation, community service, park or recreation areas.
7. Preserve steep canyons and areas associated with creeks and rivers.
8. Control water runoff and erosion and preserve tree cover.
9. Preserve, protect, and moderate the use of identified areas of significant natural resources, such as fish and wildlife, mineral and aggregate resources, and groundwater.

## AESTHETICS AND COMMUNITY APPEARANCE

Aesthetics and community appearance constitute the total environment as perceived by the beholder as a sensory, but especially visual, impact. Quantifying visual impact is difficult, not only because it is abstract, but because of differing individual perceptions and values with regard to the concepts of beauty and ugliness, although the perception of ugliness seems to be more easily agreed upon.

Aesthetic quality is important to everyone even though individuals perceive and respond to it differently. The cultural and social values of a community, the state of its technological advance and its economic base are evident in the type, intensity and arrangement of activities and structures. In residential areas, community appearance directly affects property values. There is an active real estate market in "view property", and the tax assessor considers the value conferred by even a marginal view when determining tax bills. Commercial areas which provide a pleasing environment attract customers and entice them to stay longer. Even industrial development is aided by maintaining an aesthetically pleasing environment.

In addition to providing the economic benefits described above, aesthetic quality contributes to the intellectual and emotional development of community residents. Pleasant surroundings provide a sense of well-being, pleasure and pride in the community. The visual components of an aesthetically pleasing and healthy environment include: unity, variety, vividness/distinction, texture, color, contrast, uniformity and scale. However, while public beauty needs to reflect public perception, there needs to be a degree of tolerance of unconventional designs which may not have many supporters.

The City's residential neighborhoods and commercial-industrial districts have certain common or familiar characteristics which set them apart as distinct entities. These characteristics may include compatible building types, buildings of similar age or period, similar uses or activities; residents with similar interests, age and life styles; or common vegetation or topographical features. These areas should be encouraged to develop in a manner that addresses concern and appreciation for the aesthetic qualities of the environment while maintaining their unique characteristics and allowing for the recognition of their individuality.

Troutdale's aesthetic quality should be considered a resource that warrants management as a means of preserving the area's quality of life. Visual perceptions and the appearance of the City may be altered by any activity which involves landscape or scenic vista modifications. The most obvious activities are construction, transportation, advertising, water resource management, and recreation. Perceptions of the City which involve hearing, smell, touch and taste may be affected by industrial activity, burning, aircraft operations, discharge of waste materials, and various other facilities operation and maintenance activities. These sensory perceptions are much more closely associated with public health and safety, while community appearance is more a component of the public's general welfare.

Preference in music, poetry and art may be chosen with a certain degree of privacy. But the environment is communal and should be managed with a sense of preference for the perceptions of the majority of its residents. In most cases, aesthetic criteria for development can be formulated with a sensitivity towards the characteristics of the natural landscape as well as man-made objects. Agreed-upon criteria and standards can be established for maintaining and improving aesthetic quality through site design, architecture, landscape architecture and signage.

#### POLICIES

1. Adopt landscape and setback regulations aimed at reducing visual blight, odor and noise, to ensure appropriate levels of privacy and light, and to provide visual buffers between differing adjacent uses.
2. Adopt appropriate regulations for limiting the size, location and number of signs, and include provisions for abatement of permanent and temporary signs which do not conform to these regulations.
3. Establish parking lot design standards for size, lighting and internal perimeter landscaping.
4. Encourage the upgrading of existing commercial districts and strips.
5. Protect scenic views and sites so they may be enjoyed by present and future generations.
6. Require new developments or major reconstruction to underground utility distribution lines.
7. Acquire desirable park and open space areas and continue to maintain and improve existing areas.

8. Protect and preserve significant historic sites and structures as well as the community's historic identity.
9. Community appearance shall continue to be a major concern and the subject of a major effort in the area. Street tree planting and landscaping, sign regulations, and building improvements will all contribute to an improved environment, particularly along I-84. Natural features, such as rock outcroppings or stands of trees, shall be preserved as community assets as the area develops. This can be accomplished in subdivisions through careful siting of houses and streets.

## AIR, WATER, AND LAND RESOURCES QUALITY

### AIR QUALITY

Troutdale's air quality has been found to be higher than Portland's. Ambient air quality in Troutdale is 30 micrograms per cubic meter. Both the Federal and State standards for suspended particulates is 60 micrograms per cubic meter maximum. This suggests that Troutdale has a saturation level of only 50% of the maximum allowable level. The only point sources in the Troutdale area are the Reynolds Aluminum Plant and the Crown Zellerbach paper mill in Camas. The Reynolds Plant has upgraded its waste discharge quality and the prevailing winds tend to put the Troutdale area up wind from both operations. However, Troutdale lies within the Portland-Vancouver Interstate Air Quality Maintenance Area (AQMA). This area is described in the State Implementation Plan (S.I.P.) for air quality as being a non-attainment area for meeting the Federal ambient air quality standards for ozone and is predicted to remain in non-attainment until 1987, unless additional control measures are undertaken.

### NOISE

Major sources of noise in Troutdale include motor vehicle, rail and air traffic. However, noise levels for almost all residential areas in Troutdale appear to be within acceptable levels.

### WATER QUALITY

The City obtains its water from wells and discharges its sewage effluent into the Sandy River. Both of these activities are monitored by the State, and the sewage effluent currently meets State standards. Headwater areas are defined as those sensitive areas in stream drainage systems that fish generally do not inhabit, but where man's activities can cause a direct impact on downstream water quality and fish production. Steep slopes and highly erosive soils typify headwater areas. The City's goal is to reduce erosion and turbidity by providing stable conditions in areas of steep slopes where high erosion potential exists.

### LAND QUALITY

Land quality is generally influenced by landfills and agricultural wastes. There are no landfills in the planning area other than the Obrist gravel pit. Domestic solid waste is disposed of in the Oregon City area. Only non-organic material is permitted in the Obrist pit. Once filled, this

site will be converted into a 21-acre park. Agricultural wastes as a source of land pollution are relatively low due to the limited scope of agricultural activities in the Troutdale area.

#### POLICIES

1. Troutdale will cooperate with Metro and DEQ in their efforts to attain air quality standards in the Portland-Vancouver AQMA.
2. Troutdale will use measures described in the DEQ Handbook in regulating land development activities within the City.
3. Troutdale recognizes and assumes responsibility for operating and regulating waste water systems as indicated in Metro's Waste Treatment Management component.
4. Solid waste disposal is a regional concern requiring regional solutions. Troutdale recognizes Metro's responsibility and authority to prepare and implement a solid waste management plan, supports Metro's "Procedures for Siting Sanitary Landfills," and will participate in these procedures as appropriate.
5. Environmental quality shall be maintained by guiding future development and land use activities. The City will not allow activities that would significantly deteriorate the existing high quality of the air, water and land resources.
6. The City will adhere to Federal and State standards relating to air and water quality.
7. Maintain a quiet and healthful environment for residents of Troutdale.
8. Ensure that new commercial, industrial, and community service facility development is landscaped and designed so adjacent properties are not negatively impacted. Seek assistance from DEQ when assessing noise impact from this type of development.



## NATURAL DISASTERS AND HAZARDS

Areas of potential hazard include flood-prone and slide-prone areas, high groundwater areas and high velocity winds. These are delineated on the attached natural hazards map. Slide-prone areas were delineated on the basis of soil condition and slope. High groundwater areas are delineated on the basis of soil conditions. Special development considerations will be required in these areas. Removal of native vegetation and increased runoff tend to intensify hazard potential.

The 100-year flood boundary is based on the HUD flood insurance maps. This boundary is generally accepted as the maximum flood condition for planning purposes, and is likely to require frequent revision and updating. The City will attempt to obtain and use the latest information available from HUD on a continuing basis. The 100-year flood boundary includes areas unprotected by the dike system and areas along and adjacent to Beaver and Arata creeks. The flood characteristics of the Beaver and Arata creeks are dependent on surface water runoff and additional storm water drainage from future development.

The Troutdale area is subject to strong winter east wind conditions. The City was granted a 33.5 lb/sq.ft. wind loading factor with design review orientation and screening as further protection from high velocity winds.

There are no seismic fault areas or low velocity zones known to exist in the Troutdale area. None of the geological formations common to such seismic structures are present in this area, and there is no record of seismic activity beyond the U.B.C. Zone 2 classification for the area. No volcanic activity is known to exist in the area, nor are the geologic formations common to such phenomena present.

### POLICIES

1. Development in highly hazardous areas, such as land within a floodway will be restricted or prohibited. Development may be allowed in areas of potential hazard if appropriate safeguards are taken in the design and construction to protect affected persons and property.
2. Development should occur in a manner that respects and retains natural vegetation in areas with sensitive features, such as streams, creeks and other bodies of water and steep slopes.
3. Restrict development within flood hazard areas to those uses which can be adequately flood-proofed.

4. Require mitigating measures where one or more of the following conditions exist:
  - a. Slopes in excess of 30%;
  - b. known unstable soils;
  - c. evidence of old or recent slides;
  - d. identified slide hazard areas;
  - e. evidence of soil creep; and
  - f. any land lying below any of the above.

## RECREATIONAL NEEDS

The City of Troutdale has a wide range of recreational opportunities available, both inside the city limits and in areas adjacent to the City. Recreational opportunities abound for outdoor activities including water recreation, hiking trails, natural wooded areas and a partially developed bikeway system.

Cultural activities, including theaters, libraries, historical museums, and other leisure-type services are available within two miles of Troutdale to the south in Gresham and to the west in the Portland metropolitan area.

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

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

During the last ten years, Troutdale has developed a plan to acquire a variety of recreational facilities and active and passive recreational areas. City-wide park acquisition will be financed through grants or the budgetary process. The average recommended size of city-wide parks is twenty acres. Adult recreational facilities will be developed in addition to facilities for children. Park development has been, and will be, attempting to reflect existing natural features.

Neighborhood parks will be acquired through dedication by subdivision developers or through local improvement districts. Neighborhood parks will be substantially developed by the subdivider. Interests and needs of the particular neighborhood will be considered in the planning and development of these parks. Neighborhood parks should be a minimum of two acres in size and will be developed on the edge of the subdivision to allow for expansion as adjacent development occurs.

Greenways, open space and special use areas will be used to conserve the ecological systems, drainageways and areas of special natural features. Greenways will be used to link

neighborhoods, community and regional parks, schools, and other public facilities, with natural corridors that can accommodate trails, walkways and bikeways.

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

Currently the City maintains one community park and six neighborhood parks. In addition, there are two special use parks, the Beaver Creek greenway and the Helen Althaus Park, a natural area. These areas range in size from a .25 acre tot lot to two 2.5 acre parks with tennis courts, walkways and play areas, a 4.5 acre park with a softball field and the 60+ acre Beaver Creek greenway and Helen Althaus Park (10 acres). The City's Community Park is 9.5 acres, with picnic areas, a playground, and a beach with direct access to the Sandy River. A large community building is available for rent to the general public.

In close proximity to Troutdale are parks maintained by other jurisdictions. These include three public school sites with playground facilities and sports fields. Mt. Hood Community College, on the southern boundary of Troutdale, is a major facility with a track, Olympic-size swimming pools, gymnasium facilities, playing fields and tennis courts. The college offers classes in leisure time activities to East County residents.

The Sandy River and the Columbia River provide water-related recreation areas for residents of Troutdale and Multnomah County. These rivers support salmon, steelhead and smelt runs annually and access is provided through City, county and state parks. Multnomah County maintains Oxbow Park on the upper reaches of the Sandy River. Dabney Park and Lewis & Clark Park are state parks, also on the Sandy River. These parks offer picnic areas, boat launches, fishing holes and natural wooded areas with trails for pedestrians.

Blue Lake Park is located west of Troutdale off Marine Drive. This park has numerous picnic areas, swimming and boating facilities, and has public buildings available for group use. Multnomah County schedules activities each summer for residents of the Portland Metropolitan area.

The City has a more than adequate supply of recreational facilities for the neighborhoods in the eastern portion of the City. However, several neighborhoods on the western edge of Troutdale do not have adequate neighborhood park facilities. It is anticipated that as adjacent land develops, park land will be dedicated and improved to serve this area.

Columbia High School is located near the western boundary of Troutdale and does provide an open park-like space with developed playing fields. To the west of Columbia High School and south of Cherry Park Road, is land currently owned by Multnomah County. The City has asked that Multnomah County dedicate a portion of this property to be developed as a city-wide/neighborhood park.

The City has developed maintenance standards for all parks within the system. Currently, due to budgetary constraints, maintenance is provided at a minimum level. As additional funds become available, maintenance levels will be increased. Several parks currently do not have play facilities for younger children. Through grants or the Parks Development Fund established by the City Council additional recreational facilities are likely to be acquired.

The City has also developed an in-depth Park Plan addressing each park with details about history and proposed improvements.

#### POLICIES

1. Develop an above average amount of open space and active and passive recreational areas.
2. Develop a variety of recreational facilities available to all neighborhoods.
3. Ensure that cost of acquiring, developing and maintaining parks is equitable to all citizens.
4. Encourage joint use of park and school facilities by locating them adjacent to or in close proximity to each other.
5. Provide programmed preventative maintenance to all neighborhood parks.
6. Ensure that facilities are available to a wide range of user groups including adults, handicapped, and senior citizens.
7. Ensure that city-wide parks are located adjacent to, or in close proximity to, major collector or arterial streets and are also accessible by pedestrians and bicyclists.

## ECONOMY

The Troutdale area is expected to be in demand by industries as the metropolitan economy grows. The northern part of the City enjoys an excellent transportation system, which includes the I-84 freeway, the main line of the Union Pacific Railroad, barge traffic on the Columbia River, passenger and freight traffic service at the Portland-Troutdale Airport, and the Portland International Airport 15 miles to the west. In 1978 the City annexed the Portland-Troutdale Airport and surrounding areas, where much of the future commercial and industrial growth is expected. Following the annexation, a Local Improvement District (LID) was formed to construct sewer and water trunk lines to serve the entire area between I-84 and the northern city limits. The now-completed project has removed a major constraint to economic development in this area. Moreover, the planned extension of 257th Avenue with an alignment directly to Graham Road at Columbia Street will add further stimulus to development in the area. This arterial, funding for which has been already approved, will provide a much needed improved transportation link between the City's southern neighborhoods and the key commercial/industrial areas of Downtown, I-84 and the Portland-Troutdale Airport. Oregon's property tax structure tends to generate more revenue from commercial and industrial property, relative to the costs of services provided, than from residential property. Therefore, it is to the City's financial advantage to attract an adequate level of commercial/industrial activity.

## EMPLOYMENT

The largest single employer in the area is the Reynolds Aluminum Plant, which employs 900-950 people. Though located outside the City limits, this plant has a major impact on Troutdale's economy. The Portland-Troutdale Airport employs more than 200 people. A third major employer is the Reynolds School District. For the most part, however, Troutdale is dependent on Portland and other employment centers for the majority of its jobs. Therefore, since the majority of Troutdale residents work in the greater Portland Metropolitan Area, the local economy and relative employment/unemployment rates will continue to follow regional trends unless drastic changes in the local economy take place.

## COMMERCIAL/INDUSTRIAL LAND

Troutdale has more than 500 acres of industrial land within its City limits. About 290 acres are in use; 210 acres are vacant and buildable. Of the industrial areas in use, 262 acres are in community service, 25 are in industrial use, and less than 2 acres are in residential use. The

Portland-Troutdale Airport, classified as community service use, is by far the largest occupant of industrially-zoned land with plans for expansion up to a total of 350 acres. The Portland-Troutdale Airport facility is well-suited for industrial park development. The City is prepared to work closely with the Port in this area.

There are 230 acres designated commercial within the City limits. Approximately 100 acres are in commercial use; 93 acres are vacant and buildable. The balance is in other uses. Small and diverse commercial establishments occur mostly in Troutdale's downtown area. Large commercial tracts occur along I-84 and by the Portland-Troutdale Airport. Troutdale at the present lacks adequate neighborhood commercial sites. New residential areas in the southern part of the City are not adequately served in this regard. With the maturing of the community, the need to expand the base, and in particular the emergence of conservation goals, it is the City's objective to encourage the location of shopping facilities within a 1/2 to 1-1/2 mile radius from each other.

#### CENTRAL BUSINESS DISTRICT

Downtown is historic Troutdale. Though this area is well established as a physical entity along Columbia Street it has steadily lost ground in recent years to competition from more contemporary shopping facilities primarily in Gresham. The symptoms of decline are physical deterioration and economic disinvestment. However, it is important for the community to retain and nurture this connection to the past. Even though this area has been losing its competitive edge, it still does possess structures which can be upgraded. It is well-situated to capture tourist traffic heading for the scenic Columbia River Gorge and recreational parks, and should continue to serve as a shopping and service center for the City. The City has completed a "Downtown Concept Plan" in 1984, implementation of which is the next step.

#### POLICIES

1. Commercial facilities shall be allocated in a reasonable amount and planned relationship to the people they will serve. Efforts shall be made to separate commercial and non-commercial uses through the use of walls, fences or landscaping, and open space.
2. Industrial areas of the community shall be located where necessary public sewer and water services can be provided and with good access to transportation facilities. Continuing efforts shall be made to upgrade the quality of existing and future industrial developments as the area grows.

3. Promote an adequate level of economic development and a diversified employment base within the City of Troutdale.
4. Preserve and promote the commercial district along Columbia Street as the Central Business District.



## HOUSING

Troutdale is primarily a residential community incorporated in 1907. The City's population prior to 1960 changed very little since the turn of the century. However, Troutdale's population increased by 219% between 1960 and 1970 and by 251% between 1970 and 1980. Population in 1960 was 520; in 1970 it was 5908. The latest figures from the Center for Population Research and Census indicate a 1985 population of 6,890. The City's acknowledged plan anticipates a Year 2000 population of 15,800.

Troutdale's residents appear to be younger than County residents as a whole, with a 1980 median age of 23 years vs. the County median age of 32 years. 35% of Troutdale population are 17 and under, while 3.2% are 65 or older. 22.2% of Multnomah County's population are 17 and under and 12.9% are 65 or older. Troutdale's population, therefore, consists primarily of young families with school age children. Household size was 3.2 in 1980. The 1980 median family income in Multnomah County was \$23,438. In Clackamas and Washington counties, the median income was \$24,109 and \$26,529 respectively.

Most of Troutdale's housing stock is relatively new. Approximately 1,416 dwelling units (73%) of the City's housing stock have been built since 1970. Since 1960, 1,772 dwelling units (91.6% of the City's housing stock) were built. The overall condition of the City's housing stock is good. Few, if any, require replacement. The average cost of owner-occupied housing is \$69,132 and 75% have a cost range of \$50,000 to \$80,000. To house an additional 5,400 people by the year 2000, 1,688 additional housing units are needed.

According to the Center for Population Research and Census, the City had 5,908 residents in 1980. The majority of these people live in detached single-family dwellings. 83.6% of the total housing stock or 1,618 units are detached dwellings. The average number of persons per dwelling unit in Troutdale is 3.2. This is typical of suburban communities and is indicative of households with children.

Low density development often requires services that cost more than such developments contribute to 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. The City's Land Use Plan Map provides a variety of density opportunities. The planned mixture of residential uses provides opportunity for an overall density of 8.6 units per net acre with a 31.5% SF/68.5% MF mix for new development.

**BUILDABLE LANDS INVENTORY**

Buildable land is defined as vacant land excluding 30% slope or higher and land subject to slides and flooding. It is land that is suitable, available and necessary for development over time. It includes platted, partially developed and undeveloped land.

Platted and Partially Developed                      685 vacant SF lots

Undeveloped    630.5 acres

<u>Potential Dwelling Units</u>	<u>SF</u>	<u>MF</u>
Platted and Partially Developed	685	67
Undeveloped	1,536	
Transitional		4,687
Other		<u>68</u>
	2,221	4,822

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

**POLICIES**

1. General

- a. Residential developments shall be located in close proximity to employment and shopping facilities, and their development shall be consistent with site characteristics including topography, soils, and trees.
- b. Residential areas shall offer a wide variety of housing types in locations best suited to each type, and shall be developed in a way which will not create health or erosion hazards. Established densities shall be recognized in order to maintain proper relationships between proposed public facilities and services and population distribution.

2. Attitudes:

- a. The City recognizes that builders and developers are providing a necessary and valuable service, and will cooperate with builders and developers in carrying out the Comprehensive Plan Housing Policies. The City will commit to a workable

partnership with developers and together, in a spirit of cooperation, develop adequate housing in a timely and efficient manner.

- b. The City will attempt to work with builders and developers in creating a positive image of the City of Troutdale in terms of it being a desirable place to live and work, as well as a desirable place to do business.

3. Fees and Charges:

- a. The City recognizes that its fees and charges are part of the cost of a new home, and will take protective measures to ensure that its fees and charges are not arbitrary, unnecessary, or inefficient. The City's fees and charges should be reviewed regularly to determine their impact on housing costs, and to determine whether or not they are as reasonable and efficient as possible.
- b. Fees and charges directly attributable to growth shall reflect the true cost of servicing such growth. Services and facilities that benefit the general public should be shared by that part of the general public that benefits.
- c. The City will attempt to balance the benefits of its regulatory actions with the cost of such regulations in relationship to the cost of housing, as well as the City's cost of regulating.

4. Ordinances and standards:

- a. The City recognizes that the Zoning Ordinance should set the minimum standards and not go beyond things which are essential for the public health, safety and welfare.
- b. The City's standards for zone changes and subdivision plat reviews will be clear, non-arbitrary, and objective.
- c. The City will periodically review its standards to determine whether they are vague, discretionary, or subjective. If so, steps will be taken to make these standards clear and objective.

5. Time:

- a. The City recognizes the increasing cost of time delays. The City will attempt to streamline the land development process and the permit issuance process to reduce unnecessary time delays.

- b. The Planning Commission will be encouraged to meet twice a month, when necessary, if the developer can provide answers within that two-week period, in order to prevent an unnecessary one-month delay.
- c. The City staff will make its reviews clear and timely to prevent delay.

6. Alternative Housing Types

- a. Condominium ownership is recognized as a legitimate and affordable housing alternative. Condominium developments will be encouraged, provided the density meets the requirements in the Comprehensive Plan.
- b. The City recognizes the need for housing for senior citizens, and will encourage senior center complexes, or other developments that serve primarily senior citizens.
- c. Single-family, attached homes are recognized as a legitimate and desirable alternative to single-family detached homes, and will be allowed outright in an R-4 zone. The City will amend the Zoning Ordinance as necessary in order to allow single-family attached homes.
- d. The use of "zero lot line" siting is recognized as a method of increasing the usable outdoor area of a lot.
- e. The City recognizes the need for additional multi-family homes in Troutdale, and will encourage multi-family developments in areas designated for such in the Comprehensive Plan.
- f. The City recognizes the need for rental units and will continually monitor vacancy rates in order to accommodate the rental market.
- g. A mix of single-family, duplexes, tri-plexes, and four-plexes all within one subdivision will be encouraged as part of a Planned Development as an attractive and desirable alternative to providing just one type of housing in a subdivision.
- h. A mix of multi-family dwellings and professional offices or limited commercial will be encouraged in the higher intensity areas outlined in the Comprehensive Plan.

- i. Mobile homes are recognized as an affordable alternative housing type.
- j. The City shall provide for mobile home developments under clear and objective standards.

7. Neighborhood Character:

- a. Building neighborhood identity will be emphasized during the subdivision review process in terms of street patterns and lot arrangement, access to major streets, and relationship to surrounding land uses.
- b. The establishment of neighborhood groups will be encouraged in order to give citizens within a neighborhood more identity with that particular neighborhood.

8. Housing Rehabilitation

- a. Methods of improving the quality of deteriorated housing stock, particularly in the downtown area, will be pursued in order to upgrade the total housing stock. The Model Housing Code will be reviewed for its applicability to the City, and if found to be applicable, may be adopted in whole, or in part.
- b. The City will attempt to offer incentives to homeowners to repair and upgrade poor quality housing stock.

9. Housing Quality

- a. The City will continue to strictly enforce the Uniform Building Code, as mandated by the State of Oregon, recognizing that the Code is a minimum Code. The City will continue to encourage the construction of high-quality homes appropriate to the local climate. "Quality" shall be in relationship to the structural aspects of the home, and not the size, design or type of home.

## FACILITIES AND SERVICES

The location and timing of public facilities and services directly affects when and where development takes place. Facility plans have been prepared to accommodate anticipated growth in all residentially designated areas. A Capital Improvement Plan (CIP), which is reviewed and updated yearly, serves as the principal tool for guiding the timing and phasing of all major public facility expansion (sewer, water, streets and storm sewers) in Troutdale. Since 1976, new development has been responsible for constructing neighborhood improvements. Most major improvements (water reservoirs, wells, trunk lines and the sewage treatment plant) have been financed through either local improvement districts or general obligation bonds. A set of system development charges (SDC) has been established to ensure that new development does pay back a fair share for services expended in anticipation of growth. The City has adopted sewer, water and arterial street SDCs. These fees are reviewed annually to ensure that new development pays no more or no less than its fair share.

The City's existing water system has adequate capacity to serve anticipated growth. The City continues to provide sewer plant capacity and has recently enlarged the sewage treatment plant with local funds. All regional arterial improvements should be completed by 1990. Local streets will continue to be developed in conjunction with new development. Remaining storm sewer trunks will be constructed in conjunction with street improvements. The Port of Portland, through a Local Improvement District, completed sewer and water pipeline extensions in the summer of 1979. This major improvement effectively laid the basic infrastructure for development of the northern portion of Troutdale. In addition, sanitary sewer lines were constructed, through EDA funding in 1984, on Stark Street, Troutdale Road, Multnomah County Farm property and Port of Portland property. A major water line project to serve the Multnomah County Farm site will be completed in 1986.

Portland General Electric and Northwest Natural Gas currently provide electrical and gas service to the study area. General Telephone and Rogers Cablesystems provide telecommunication services. Portland Fire Bureau provides fire protection. All other services are provided by the City.

## POLICIES

1. The City will make every effort to provide necessary public services such as sewer, water, storm drainage, police, fire, parks and schools, to developable property in a timely and efficient manner.

2. Urban development shall be encouraged in areas where services can be provided and in a manner which will minimize tax costs related to necessary urban services such as schools, parks, highways, police, garbage disposal, fire protection, libraries, and other facilities and services.
3. Schools and parks shall be located to best serve the anticipated population and provide maximum service for the greatest economy in terms of expenditure of tax dollars for both present and future residents. Sites should be acquired in advance of need so that the best are available for these vital public facilities.
4. Additional energy and related communication facilities and modifications to existing facilities shall be installed in all areas where people live, work, or find recreation. The City shall continue to coordinate their activities with energy and communication suppliers to insure reliable and efficient service. Siting of these facilities should not adversely impact the neighborhoods.
5. The City will continue to cooperate with Federal, State, Regional and County agencies, Special Districts, utility companies, and adjoining cities in the planning and delivery of services in such areas as transportation, solid waste, air quality control, sewer, water, storm water, education, energy, and emergency services.

## TRANSPORTATION

Troutdale enjoys excellent regional transportation facilities, particularly the northern portion which represents the bulk of Troutdale's industrial and commercial land. Interstate 84 is a four-lane freeway that directly serves this area. Marine Drive, which follows the Columbia River from the west, provides access to industrial sites along NW Dunbar Road and to the Portland-Troutdale Airport. Sandy Blvd. is essentially a freeway bypass road. Interstate 205 provides access to Troutdale from Vancouver and the east area of Portland primarily via I-84. The Portland-Troutdale Airport, as a general aviation airport, complements the regional transportation network for Troutdale and its environs without contributing large volumes of peak-hour vehicular traffic to the ground transportation system.

North-south access to Troutdale's downtown area from newer residential areas is less convenient. Currently, the main access route is Buxton Road. This road is slated for improvement and upgrading to a local arterial by Multnomah County. Improved access to the downtown area will be provided when 257th Avenue is extended. This roadway has been designated a major arterial with an alignment connecting Stark Street with Graham Road at Columbia Street. Federal funding for this project has already been approved and acquisition of right-of-way is underway. Construction is scheduled for spring of 1987. Once completed, access to the downtown area and the Portland-Troutdale Airport, as well as I-84, will be greatly enhanced. Stark Street, from 242nd to 257th Avenue, is scheduled for major improvement in the spring of 1986 to accommodate new and higher-intensity development along both sides of it.

Local streets in Troutdale are generally maintained at a level consistent with budget appropriations and are standard with regard to heirarchical linkage and adequacy for traffic loads. Buxton Road carries the bulk of the north-south traffic through Troutdale at this time. Plans call for the structural upgrading together with sidewalks on this local arterial. New subdivision street layouts are required to tie in with the City's traffic grid. The City's policy is to require compliance with Troutdale's street standards and with Multnomah County's street right-of-way dedication requirements.

### PUBLIC TRANSIT

Due to the relatively compact size of the Troutdale community and the lack of a strong focal point as an activity center within the City, Troutdale effectively has no intra-city public transit. The Tri-Met bus system presently provides



what is basically an interurban public transit service to the Troutdale community. Three bus routes serve the area. No. 18 is a direct commuter bus between Troutdale and downtown Portland Monday through Friday. No. 80 runs between Troutdale and Gresham throughout the week, with a transfer and time point at Mt. Hood Community College. On limited runs on this route, trips may extend north to include the Troutdale industrial area (Reynolds Metal). No. 20, originating at Mt. Hood Community College, provides alternate service to downtown Portland Monday through Saturday.

Tri-Met's proposed light-rail system on the east side links Gresham with downtown Portland. While Troutdale's public transportation system will not be as convenient as Gresham's, it will nonetheless be enhanced by light rail, particularly if bus service connects it with light rail.

Public Transit is an area-wide responsibility. Troutdale has and will continue to work towards improving transit service to its residents.

#### BIKEWAYS AND PEDESTRIAN PATHS

The City's policy is to encourage the provision of bikeways and pedestrian paths. For recreational purposes, bikeways and pedestrian paths are developed primarily through the implementation of the City's Parks Plan. The Parks Plan lays out the City's park system and sets design standards. The City has an adequate trail system through its parks. The City will cooperate with the implementation of the 40-Mile (bike) Loop project, part of which runs through the City along the Sandy River towards Blue Lake Park. The City has been successful in acquiring and nearly completing a greenway system along Beaver Creek through open space dedication, and in providing for bikeways and pedestrian paths to interconnect parks, residential neighborhoods and scenic corridors.

#### TRANSPORTATION DISADVANTAGED

The City recognizes that the key to providing transportation opportunities for the transportation disadvantaged is basically that of improving public transit. With light rail scheduled to come on line on the Eastside in 1986, Troutdale will be working with Tri-Met to provide linkages to the regional transit system at terminals and transfer points. The City will also attempt to involve Tri-Met in community plans to serve intra-community needs.

The City will require the provision of parking spaces for the handicapped in all land uses except one and two-family dwellings. Standard wheelchair ramps shall be provided in all new subdivisions according to the provisions of the Uniform

Building Code. The City will also work closely with Tri-Met on improving public transportation accessibility to the handicapped.

#### SUMMARY

Troutdale has excellent regional transportation accessibility, which should enhance its industrial and highway commercial marketability. While part of the City's local street network may be substandard at this time, plans are in place to bring the network up to adequate levels in terms of carrying capacity, maintenance, and logical circulation patterns.

#### POLICIES

1. Streets and highways shall be located and constructed in a manner which will accommodate both current and future traffic needs, and they shall be designed to maintain the character and quality of the areas they serve.
2. 257th Avenue shall be extended north of Cherry Park Road, to Columbia Street on a generally northeasterly alignment from its existing terminus with Cherry Park Road.
3. Adequate off-street parking shall be provided so street traffic lanes will not be unnecessarily congested by parked vehicles during peak hours. Parking lots shall be surfaced and landscaped to make them attractive to use rather than being open expanses of asphalt.
4. Mass Transit, bicycle and pedestrian transportation and circulation systems shall be recognized as legitimate and desirable future alternatives or supplements to the automobile. The City shall work with regional public transit agencies to improve public transit as an important means to address the needs of the transportation disadvantaged. The City shall also continue to be sensitive to the needs of the physically handicapped in the design of an intra-city circulation system and in the construction of public facilities.

## ENERGY CONSERVATION

The Troutdale area has no non-renewable sources of energy, such as natural gas, oil, nuclear or geothermal. Should such sources be discovered in the future, considerable study would be needed to determine the degree of hazard associated with their existence in proximity to an urban area.

Energy consumption considerations are in connection with energy use in existing and future buildings, and by existing and future transportation facilities and systems. Current energy consumption in buildings is typical of the region. Any reduction in energy consumption in existing development will, in all probability, be the result of publicity and educational programs. Limited conservation can be achieved by promoting the installation of additional insulation to existing buildings.

Renewable energy sources in the Troutdale area include the sun, wind, water, and agricultural and domestic wastes. A regional solar study indicates that an average of 314 Langleys per day fall on a square foot of land in this region. This converts to about 478 megawatts per square mile, or 3.69 BTU's per square foot, for which current technology is available. Studies by the Oregon Department of Energy indicate that the roof area of a typical house is sufficient to produce all electrical needs for the house with enough left over to recharge an electric car.

Wind is another renewable energy source. However, wind generators have value only where no other source is available or economically feasible. The cost of energy from such a source has been found to be higher than the energy available from public utilities in this area. Situated at the entrance to the Columbia River Gorge, the east wind is a definite potential source of energy in the Troutdale area.

It is a well known fact that as dwelling density goes up, energy consumption and air pollution go down. The major contributor to the energy inefficiencies of lower density is gasoline use in automobiles.

### POLICIES

1. The City will offer incentives for the use of more energy efficient techniques through the Zoning and Development ordinances.
2. The City recognizes the increasing importance of solar orientation in the subdivision and design review processes.

3. Consider the development of a solar access ordinance.
4. Promote energy-efficient land use location.
5. Ensure energy efficient provision of facilities and services.
6. Promote and facilitate the retrofitting of homes and commercial/industrial facilities for energy conservation.
7. Promote the use of alternative energy sources.

## URBANIZATION

The City of Troutdale has developed a City limits plan and has signed an Urban Planning Area Agreement with Multnomah County, which provides for coordination of land use actions within the Troutdale planning area outside the city limits. The agreement provides for resolution of conflicts and for determining suitable and appropriate service area boundaries for future annexation to the City.

The planning area boundary shown on the plan map is within the Metro Area Urban Growth Boundary (UGB). A change was made to the Metro UGB to include a small area to the south of Troutdale. This change was based in part on a report completed by the City Engineer titled "Strebin Road Study Area - A Comprehensive Plan Supplement". Any change in the UGB would necessarily follow the Metro UGB amendment process.

All land within the current city limits is considered urban. The area within the UGB but outside city limits may in the future be annexed and converted to urban use under the Urban Planning Area Agreement with Multnomah County. The County's Comprehensive Plan is in force within areas under County jurisdiction until or unless they are annexed to the City.

### POLICIES

1. Provide for orderly and efficient use of the land.
2. Adopt an approach to development within the Troutdale planning area that:
  - a. Encourages economy in residential lot sizes;
  - b. is directed towards an infill process;
  - c. preserves and promotes the City's "fair share" and mix of housing types for all income groups in the regional context; and
  - d. encourages the extension of the City's commercial/industrial tax base.
3. Consider those areas which are within the City's planning area, but outside the City limits, for annexation.
4. Extend city-provided services outside the corporate limits of the City of Troutdale to contiguous or neighboring territory as the Common Council shall, from time to time, determine to serve.

5. The City of Troutdale acknowledges the regional Urban Growth Boundary (UGB) and is committed to promoting urban development within it, but reserves the right to request boundary amendments.

## PLAN EVALUATION AND AMENDMENT

This element of the plan establishes a process for periodic review and evaluation of the Plan, the implementing measures, and the factual information upon which the Plan is based. The Troutdale Plan is a year 2000 plan. The basic plan concept and goals are expected to remain valid until then. However, it is difficult to accurately project growth and land use needs that far into the future. While continuity is one strength of comprehensive planning, the ability to adapt to changing needs and conditions is another. Failure to modify the Plan when conditions change may invalidate it. However, repeated modifications may not allow adequate time to fairly evaluate its effectiveness or allow for continuity of actions. Therefore, the Plan must achieve a balance between offering flexibility and maintaining a degree of permanence and reliability over time. The purpose, therefore, is to ensure that the Troutdale Plan is responsive to changing conditions and trends, that opportunities for citizen and agency involvement in the planning process are provided, and that there is adequate factual information for all land use decisions and actions.

### POLICIES

1. The Plan shall be reviewed annually by the Planning Commission to determine what, if any, amendments are necessary:
  - a. The Planning Commission shall submit a report to the City Council in January of each year to include, at a minimum:
    - 1) A general review of the factual base (Inventory);
    - 2) an evaluation of the effectiveness of plan policies and implementing measures in meeting community goals and objectives; and
    - 3) recommended amendments, if any, to the Plan and/or implementing measures.
2. Citizens and affected agencies shall be involved in all phases of plan review, evaluation and amendment.
3. An amendment to the Plan shall be made pursuant to the following:
  - a. An amendment may be initiated by either the City Council or Planning Commission;

- b. An individual, an organization or the Director of Community Development may request initiation of a plan amendment through the Planning Commission or City Council.
  - c. All proposed plan amendments are to be considered at public hearings before the Planning Commission and City Council in accordance with State law, City Charter, and appropriate ordinances.
    - 1) The Planning Commission shall conduct a public hearing on the proposed amendment at its earliest practical meeting time after the amendment is proposed.
    - 2) Prior to the Planning Commission hearing, the Community Development staff shall review the proposed amendment and prepare a report to the Planning Commission.
    - 3) Within forty (40) days of the hearing, the Planning Commission shall recommend to the City Council approval or rejection of the proposed amendment. It shall take five (5) members of the Planning Commission voting in favor of the proposal to recommend to the City Council that the Plan be amended.
    - 4) The Planning Commission shall consider amendment requests to the Comprehensive Plan only once each quarter at regularly advertised meetings. This may be waived by majority action of the Planning Commission.
    - 5) After receiving the recommendation of the Planning Commission, the City Council shall hold a public hearing on the proposed amendment.
    - 6) The City Recorder shall maintain records of all plan amendment hearings and adopted amendments of the Comprehensive Plan.
  - d. Notice of public hearings, together with a copy of the plan amendment proposal, will be mailed to the Chair of the Citizen Advisory Committee 30 days in advance of a scheduled public hearing and the Chair shall convene the CAC not later than 14 days prior to the hearing.
4. Consideration of plan amendments should be based on:
- a. Meeting the overall intent of the Plan;



- b. Citizen review and comment;
- c. Input from affected governmental units and other agencies;
- d. Short and long term impacts of the proposed change; and
- e. Additional information as required by the Planning Commission or City Council.