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ORDINANCE NO. 667

**AN ORDINANCE AMENDING GENERAL GOALS AND OBJECTIVES,
GOAL 2 - LAND USE, GOAL 9 - ECONOMY, GOAL 10 - HOUSING, AND
GOAL 12 - TRANSPORTATION OF THE TROUTDALE COMPREHENSIVE
LAND USE PLAN (CP).**

WHEREAS, the Citizen Advisory Committee met on April 22, 1998 to review and discuss these proposed amendments and gave approval to the amendments, and

WHEREAS, the Planning Commission held a public hearing on July 15, 1998, and reviewed the request and forwarded to the City Council a recommendation for approval, and

WHEREAS, the City Council held public hearings on September 8, 1998, September 22 1998, November 10, 1998, and December 8, 1998 to provide opportunity for public comment, and

WHEREAS, the City Council is now satisfied that this matter has been adequately considered;

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

Section 1: The Council adopts the following findings of fact.

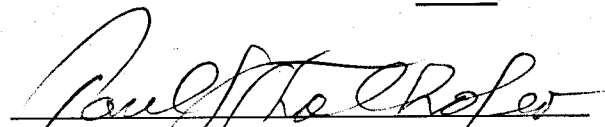
1. The proposed CP amendment will not adversely affect the health, safety and welfare of the community.
2. The proposed CP amendment does not conflict with applicable comprehensive plan goals or policies.
3. The public need is best satisfied by the proposed CP amendment.
4. Metro's Urban Growth Management Functional Plan, Compliance Procedures requires all cities and counties in the Metro region to amend their comprehensive plan and implementing ordinances to comply with the provisions of the plan by February 19, 1999.
5. The proposed CP amendment is intended to bring Troutdale's Comprehensive Land Use Plan into compliance with the Metro's Urban Growth Management Functional Plan.

Section 2: Based upon these findings, the City of Troutdale Comprehensive Land Use Plan (Ordinance No. 584-0) is hereby amended to incorporate those changes contained in Attachment A.


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Section 3: These amendments shall take affect thirty (30) days from date of adoption.

YEA: 7
NAYS: 0
ABSTAINED: 0



Paul Thalhofer, Mayor
Dated: 12-10-98



Debbie Stickney, Acting City Recorder
Adopted: 12-8-98

CITY OF TROUTDALE

COMPREHENSIVE LAND USE PLAN

AMENDED DECEMBER 8, 1998

BY ORDINANCE NO. 667

MULTNOMAH COUNTY, OREGON

1998

CITY COUNCIL

PAUL THALHOFER, MAYOR

**DOUG DAOUST
JIM KIGHT
RAYMOND REGELEIN**

**DAVID C. RIPMA
PAT SMITH
BRUCE THOMPSON**

PLANNING COMMISSION

**ROB KLEVER, CHAIRMAN
FRANK GRANDE, VICE CHAIRMAN**

**DONNA FISH
MIKE FIRST
SHIRLEY PRICKETT**

**PAUL RABE
LLOYD WOODS**

CITIZEN ADVISORY COMMITTEE

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LORAIN DOMINE
DAVID MUNSON
MELVIN NILSEN**

**BILL SHANNON
SUZANNE SHORT
MICHAEL SMITH
LILLIAN WATSEN**

**COMPREHENSIVE LAND USE PLAN
ORDINANCE NO 161
ADOPTED BY THE TROUTDALE CITY COUNCIL
ON FEBRUARY 9, 1971
EFFECTIVE DATE: FEBRUARY 9, 1971**

Adoption of Comprehensive Plan
Ordinance 161 (2/9/71)

Amendment 1
Amending Ord 161 relating to land use
Ordinance 252 (8/9/77)

Amendment 2
Elimination of single-family dwellings from transitional areas
Ordinance 316 (3/11/80)

Amendment 3
Hazards, intergovernmental cooperation, noise, historic preservation, and
housing policies
Ordinance 334 (6/10/80)

Amendment 4
Amendments for compliance with Statewide Planning Goals 2, 5, 6, 9, 10, 12,
and 14
Ordinance 355 (9/8/81)

Amendment 5
Amendments for compliance with Statewide Planning Goals 2, 5, 6, 9, 10, 12,
and 14
Ordinance 358 (10/27/81)

Amendment 6
Amendments for compliance with Statewide Planning Goals 2, 5, 6, 9, 10, 12,
and 14
Ordinance 360 (12/8/81)

Amendment 7

Amendments for compliance with Statewide Planning Goals 2, 5, 6, 9, 10, 12, and 14

Ordinance 367 (2/23/82)

Amendment 8

Amendments for compliance with Statewide Planning Goals 2, 5, 6, 9, 10, 12, and 14

Ordinance 373 (3/23/82)

Amendment 9

Amendments for compliance with Statewide Planning Goals 2, 5, 6, 9, 10, 12, and 14

Ordinance 374 (3/23/82)

Amendment 10

Amendments for compliance with Statewide Planning Goals 2, 5, 6, 9, 10, 12, and 14

Ordinance 375 (3/23/82)

Amendment 11

Amendments for compliance with Statewide Planning Goals 2, 5, 6, 9, 10, 12, and 14

Ordinance 376 (3/23/82)

Amendment 12

Amendments for compliance with Statewide Planning Goals 2, 5, 6, 9, 10, 12, and 14

Ordinance 377 (3/23/82)

Amendment 13

Manufactured housing polices

Ordinance 398 (3/8/83)

Amendment 14
Revisions to the Comprehensive Plan Inventory
Ordinance 402 (5/10/83)

Amendment 15
Amendments to the housing policies
Ordinance 403 (5/10/83)

Amendment 16
Citizen involvement program
Ordinance 478 (10/28/86)

Amendment 17
Reformatting Comprehensive Plan
Ordinance 479 (10/28/86)

Amendment 18
Master Plan Mixed Use designation
Ordinance 584 (9/22/92)

Amendment 19
Amendments to citizen involvement and the structure of the citizen advisory
committee
Ordinance 642 (8/27/96)

TABLE OF CONTENTS

Introduction	ii
General Goals and Objectives	1
Goal 1 - Citizen Involvement	3
Goal 2 - Land Use	4
Goals 3 & 4 - Agricultural and Forest Land	14
Goal 5 - Open Spaces, Scenic and Historic Areas, and Natural Resources	15
Goal 6 - Air, Water and Land Resources Quality	20
Goal 7 - Natural Disasters and Hazards	23
Goal 8 - Recreational Needs	25
Goal 9 - Economy	29
Goal 10 - Housing	35
Goal 11 - Facilities and Services	41
Goal 12 - Transportation	43
Goal 13 - Energy Conservation	48
Goal 14 - Urbanization	50
Goals 15, 16, 17, 18, & 19	51
Plan Evaluation and Amendment	52

GENERAL GOALS AND OBJECTIVES

The policies and recommendations made in this Comprehensive Plan implement the statewide planning goals and address the future needs of Troutdale. These goals and objectives evolved from the conclusions reached in preparation and research of the background inventory and the citizen involvement process.

1. To encourage regional coordination between the City and Metro in order to implement the Regional Urban Growth Goals and Objectives (RUGGO), the 2040 Growth Concept, and the Regional Framework Plan.
2. To provide a sound basis for urbanization by establishing proper relationships between residential, commercial, industrial, and open space land uses.
3. To encourage City and County cooperation in the provision of urban services in order to bring about a more orderly development pattern and thereby avoid unnecessary tax burdens and excessive utility costs usually associated with scattered, unrelated development and fragmented services.
4. To bring about a general increase in population density throughout the community in order to facilitate the efficient use of public transportation systems, water, sewer and storm sewer systems and other public facilities and services.
5. To provide a safe and coordinated transportation and circulation system that will bring about the best relationships between places where people live, work, and play.
6. To significantly improve the appearance of the community, particularly along I-84 and in the downtown area, as one means of recapturing the individual and distinct identity of the Troutdale area as a balanced community with commercial and industrial areas supporting the City within its urban context and in relationship to the adjoining communities of Gresham, Fairview, and Wood Village.
7. To retain and enhance desirable existing areas and to revitalize,

rehabilitate, or redevelop less desirable areas.

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

GOAL 2 - LAND USE

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

RESIDENTIAL

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

COMMERCIAL

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

INDUSTRIAL

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

TROUTDALE TOWN CENTER PLAN

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

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

PLAN MAP

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

2040 GROWTH CONCEPT MAP

Metro's adopted 2040 Growth Concept and Regional Framework Plan sets the direction for the long-term growth management of the Portland Metropolitan area. Contained within the 2040 Growth Concept are identified design types. The design types found in Troutdale include town center, corridor, main street,

employment area, industrial area, inner neighborhood, and outer neighborhood. The concept map generally depicts the boundaries of these design types. Below is a brief description of each design type.

Town Center

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

Corridor

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

Main Street

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

Employment Area

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

Industrial Area

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

Inner Neighborhood

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

Outer Neighborhood

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

POLICIES

1. Prepare an inventory of housing, transportation, the economy, facilities and services, natural resources, environmental conditions, and recreational needs.
2. Project economic and population growth to the year ~~2000~~ 2017 and determine facilities and service requirements to accommodate existing and anticipated public needs as well as economic and population growth.
3. Identify suitable and unsuitable land for development and determine land requirements for economic development and population growth.
4. Prepare a comprehensive land use plan and establish a planning area boundary based on input from citizens and affected agencies and on the goals and objectives of the community.
5. Implement the plan through zoning and development ordinances, capital improvement programming, a central business district development program, and other appropriate measures and/or programs.
6. Establish a process for evaluating and amending the Comprehensive Plan.
7. Prepare development standards which recognize and respect the character

of established areas. Maximum flexibility in development shall be encouraged in undeveloped areas.

8. Continue to cooperate with Federal, State, Regional, and County agencies, special districts, utility companies, and adjoining cities in planning delivery of services in such areas as transportation, solid waste, air quality control, sewer, water, storm water, education, energy, and emergency services.
9. Prepare development standards which recognize an implied need for continuity with County and adjoining cities' standards.

LAND USE DESIGNATIONS

Low Density Residential (LDR)

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

Densities in this designation are intended to average 5 units per net acre with lot sizes generally 7,000 square feet and larger. Commercial development with the exception of home occupations and limited neighborhood retail is not considered appropriate within this designation. The following criteria is established for the designation of LDR:

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

Medium Density Residential (MDR)

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

1. Areas already developed at or approved for this density.
2. Areas where a need for this type of housing exists.

3. Areas where streets are limited to minor arterials, collectors, and/or local streets.

High Density Residential (HDR)

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

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

Commercial (C)

The commercial (C) designation provides for neighborhood commercial, community commercial, general commercial, mixed-office/housing uses, and the central business district. Neighborhood commercial uses include convenience retail and service establishments relying upon frequent purchases and having small trade areas. These uses are compatible with and may be located in residential areas. Community commercial uses provide for a limited range of goods and services and are generally compatible with adjacent neighborhoods. General commercial uses provide for a wide range of goods and services and may coexist with some light industrial uses. They are generally incompatible with residential uses and their trade areas may be quite extensive. In addition, neighborhood commercial, community commercial, and general commercial zoning districts within the town center planning area boundaries allow single-

family and multiple-family residential. Mixed-office/housing uses include professional office, employment, and housing with limited services and retail opportunities. These uses provide a compatible mix of office, employment, and housing opportunities in proximity to the central business district. The Central Business District, because of the proximity to I-84 and availability of services to visitors, should be also be a commercial core area of the City to serve 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 or business offices, retail, wholesale, and/or business service, including areas already developed as commercial strips along arterials.
2. Areas necessary for commercial use, provided:
 - a. There is direct access to a collector or arterial.
 - b. New commercial areas are sufficiently separated from other existing or proposed commercial areas.
 - c. Existing commercial strips are not extended.
 - d. Siting does not result in significant traffic or adverse environmental impact.

Master Planned Mixed Use (MPMU)

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

be governed by the underlying zoning district classification.

Permitted zoning shall include, OS (open space), R-10, R-7 and R-5 (single-family residential) R-4 (attached residential), A-2 (multi-family residential), NC (neighborhood commercial), CC (community commercial), GC (general commercial) and IP (industrial park). Development within the areas designated as MPMU shall be governed by a concept plan approved by the City as a Type IV land use decision. An MPMU area may be developed in phases with concept development and specific site plans for each phase of development. Specific site plans for development must conform to the approved Concept Development Plan and will be approved by the City as a Type III land use decision.

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

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

Industrial (I)

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

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

Open Space and Natural Resource Uses

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

GOAL 9 - ECONOMY

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

THE REGION

The Portland Metropolitan area is the economic center of Oregon with over 50% of the states total employment. Dominant employment industries of the area include, construction, manufacturing, transportation communication and public utilities, wholesale trade, retail trade, finance insurance and real estate, services and government.

Portland's modest growth rate has lagged behind the other west coast metropolitan areas of Los Angeles, San Francisco-Oakland, San Diego and Seattle. As congestion increases in these areas growth is anticipated to accelerate in the Portland area.

Metro reports indicate that the national economy will contribute to the economic prosperity of the region. The global market, in particular the Asian market, will have an increasing influence on the Portland area. Strong employment growth is projected for suburban markets including the Gresham-Troutdale area.

EMPLOYMENT

The majority of the City's work force is employed outside of Troutdale. Major concentrations of employment for Troutdale's work force include the industrial corridor along the Columbia River, downtown Portland, along Highway 212 in Clackamas County, and the industrial areas north of I-84 in East Multnomah County.

A higher percentage of Troutdale residents are employed in the agricultural and manufacturing industries. Less than the regional average are employed in the construction, wholesale, transportation, communication, retail, finance/insurance,

real estate, service and governmental industries.

The largest single employer in the area is the Reynolds Aluminum Plant, which employs 700-900 people. Though located outside the City limits, this plant has a major impact on Troutdale's economy. The Portland-Troutdale Airport industrial complex provides employment for more than 200 people. Other major employers include the Reynolds School District, Burns Bros., Inc., Flying J. Travel Plaza, and D & D Bennett Inc.

Employment opportunities within Troutdale are projected to provide an additional 5,570 jobs by the year 2017. Industrial employment growth will be concentrated north of I-84 around the Troutdale Airport and south of Troutdale with expansion of Mt. Hood Community College. Employment gains are expected primarily in the manufacturing, transportation, communication, and retail service industries.

The 1988 median household income for Troutdale (\$34,625) was 21% greater than the region (\$28,900) and 38% greater than Multnomah County (\$25,100). 12.7% of households in Troutdale reported incomes of less than \$7500 while 18.5% reported incomes exceeding \$52,500.

EMPLOYMENT GENERATING LAND USES

Commercial areas in Troutdale do not generate a significant amount of employment, but will provide expanded opportunities in the future, particularly in the town center.

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

Industrial areas play a vital role in the local economy. Light manufacturing, warehousing, distribution centers and service operations are located in industrial

areas north of I-84. Although a significant industrial base exists in this area availability of land and adequate public facilities should contribute to the continued development of this area.

The City has identified portions of the County Farm property along Halsey Street and the Mt. Hood Community College property adjacent to Troutdale Road as future industrial areas.

In addition to designating industrial and commercial areas, the City has created an MPMU designation to provide an opportunity for additional economic development. These areas may be established to provide for a mixture of land uses including light manufacturing, retail, restaurant, professional office, recreational and accessory residential land uses.

POLICIES

1. Allocate commercial facilities in a reasonable amount and planned relationship to the people they will serve.
2. Allocate industrial areas where there is good access to transportation facilities and public facilities are available.
3. Encourage and promote efforts to upgrade the quality of existing and future industrial developments as the area grows.
4. Promote an adequate level of economic development and a diversified employment base within the City of Troutdale.
5. Preserve and promote the commercial district along Columbia River Highway as the Central Business District.

CENTRAL BUSINESS DISTRICT

The downtown area remains the cultural, social and historic center of Troutdale. The central business district is intended to be the retail heart of Troutdale. The key concept of the central business district is the strengthening of the retail commercial activity along the downtown area of East Historic Columbia River

Highway. According to national retail experts, successful pedestrian oriented retail areas are no more than 1,000 feet long which is an appropriate walking distance for a successful commercial area. With the development of the 23-lot Troutdale Town Center subdivision and new city-owned parking lot, the CBD is well-situated to capture tourist traffic heading into the Columbia River Gorge and recreational areas and should continue to serve as a retail and service center for the City.

The City completed a Downtown Concept Plan in 1984 and A Downtown Implementation Plan in 1987. It adopted the Troutdale Town Center Plan in February 1998 which reinforces and refines the earlier plans. Downtown goals identified in the Downtown Concept Plan and implementation strategies identified in the Troutdale Town Center Plan are included in this section.

CONCEPT PLAN

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

Sandy River recreation areas. Encourage building and site design that establishes a unifying relationship with the overall design character of the downtown.

6. Provide public and encourage private open spaces adaptable to a wide variety of uses to include community entertainment, exhibition, and meeting spaces. Active use of these spaces should be promoted by utilizing kiosks, cafes, vending stands, and entertainment.
7. Provide facilities for people - public restrooms, outdoor furniture, protection from the elements.
8. Preserve, protect, and dramatize historical structures and locations within the downtown whenever feasible. Encourage new development that is compatible with existing structures and functional characteristics of planned uses.
9. Recognize and protect vistas of unique natural features which provide a scenic backdrop for the downtown.
10. Encourage private business activity and investment through use of incentives and a regulatory environment that is competitive with that of other comparable jurisdictions.

TOWN CENTER PLAN

1. Focus retail commercial activity in the established CBD, and except for expansion of the Columbia Gorge Factory Stores, do not allow large-scale commercial development to locate nearby.
2. Concentrate commercial retail activity along East Historic Columbia River Highway in the historic commercial downtown of Troutdale.
3. Support the development and maintenance of a public plaza in the CBD.
4. Eliminate the auto-related focus in the established CBD.

5. Provide office employment opportunities in the town center area.
6. Allow a mixture of office and housing uses.
7. Require all new development to create pedestrian connections to neighborhood centers or to the town center.
8. Encourage development of a grocery store in the CBD.
9. Allow expansion of the regional retail at the Columbia Gorge Factory Stores.
10. Ensure that neighborhood commercial uses within the town center serve the needs of the neighborhood.

GOAL 10 - HOUSING

The neighborhoods of Troutdale provide a safe, healthy and aesthetically pleasing environment, highly identified with the quality of life in the City. Developed subdivisions have provided open space and retained natural areas with a spacious environment valued by the community. As additional land is developed, development requirements shall preserve the sense of openness and separation from the urban congestion of Portland.

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.

DEMOGRAPHICS

The Metropolitan Service District reports that the 1989 median age for Troutdale was 32.3 years of age. The average Troutdale resident is younger than the average Multnomah County and metropolitan area resident, 35.8 and 33.9 years of age respectively. 22.5% of Troutdale's population is comprised of school age children while less than 6.1% are age 65 or older. In the past decade Troutdale has had an influx of young couples with preschool and school age children as new residents. This trend is expected to continue as new development provides affordable housing alternatives in Troutdale.

INNER AND OUTER NEIGHBORHOODS

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

employment centers, shopping, recreation, and other services.

AVAILABLE LAND

The cost to provide services to low density residential development often exceeds the revenues generated by such uses. An analysis by the Reynolds School District indicated that adding single-family homes to the district increased educational costs in excess of the increase in revenue. The City's Land Use Plan Map provides a variety of density opportunities. The planned mixture of residential uses provides the opportunity for an overall density in excess of eight units per net acre, with at least 50% of the new residential units attached or multi-family.

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

BUILDABLE LANDS INVENTORY

Buildable land is defined as vacant land excluding land with a slope exceeding 25% or greater 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.

The City of Troutdale maintains a Buildable Lands Inventory which documents these lands. This document should be referenced for specific information.

HOUSING STOCK

The City's existing housing stock consists primarily of detached single-family residential dwellings. Manufactured dwellings account for approximately 9 percent and multi-family account for approximately 16 percent of the housing

stock. The total number of housing units within the City of Troutdale exceeds 4,700.

Most of Troutdale's housing stock is relatively new. Approximately 75% of the City's housing stock has been built since 1970. Less than 10% of the housing stock is more than 25 years old with few, if any, requiring replacement.

One of Troutdale's greatest assets is its housing affordability. Lower land prices, development costs and tax rates combine to make housing costs in Troutdale among the lowest in the Portland metropolitan area. Escalating housing costs within other areas of the region have placed additional demand for housing in the Troutdale area. As the population increases and diversifies a variety of additional housing units in Troutdale will be necessitated by market demand. Metro projects that an additional 5,000 to 7,500 people will move into the Troutdale area in the next twenty years. It is anticipated that 2,000 to 3,500 new residential dwelling units will be required to house the increase in population.

POLICIES

1. General

Residential developments shall be located in close proximity to employment and shopping facilities. Development shall be sensitive to site characteristics, including topography, soil types, and natural vegetation.

Residential areas shall offer a wide variety of housing types in locations best suited to each type and shall be developed in a way which will not create environmental degradation. Established densities shall be recognized in order to maintain proper relationships between proposed public facilities and services and population distribution.

Establish minimum densities for new residential developments excluding residential dwellings built in conjunction with a commercial use. Require that new development achieve at least 80 percent of the maximum density per net acre allowed by the zoning district.

2. Attitudes

Recognize that builders and developers are providing a necessary and valuable service and cooperate with builders and developers in carrying out the Comprehensive Plan Housing Policies.

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

Work with builders and developers in creating a positive image of the City of Troutdale as a desirable place to live, work and do business.

3. Fees and Charges

Take protective measures to ensure that fees and charges are not arbitrary, unnecessary, or inefficient.

Review fees and charges regularly to determine the impact on housing costs, and to determine if they are as reasonable and efficient as possible.

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 the general public.

Attempt to balance the benefits of regulatory actions with the cost of such regulations in relationship to the cost of housing, as well as the City's cost of regulation.

4. Ordinances and Standards

Recognize that the Development Code should set the minimum standards and not go beyond issues which are essential for the public health, safety, and welfare.

Adopt standards for zone changes and subdivision plat reviews which are clear, non-arbitrary, and objective.

Periodically review standards to determine whether they are vague, discretionary, or subjective and take necessary action to make these standards clear and objective.

5. Time

Recognize the increasing cost of time delays. Streamline the land development and permit issuance processes to reduce unnecessary delays.

Schedule Planning Commission meetings 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.

6. Alternative Housing Types

Recognize condominium ownership in as a legitimate and affordable housing alternative. Condominium developments will be encouraged, provided the density meets the requirements in the Comprehensive Plan.

Recognize the need for housing for senior citizens and encourage senior center complexes, or other developments that serve primarily senior citizens.

Recognize and promote single-family attached homes as a legitimate and desirable alternative to single-family detached homes.

Recognize the use of "zero lot line" siting as a method of increasing the usable outdoor area of a lot.

Recognize the need for additional multi-family dwellings in Troutdale and encourage multi-family developments in areas designated for such in the Comprehensive Plan.

Encourage a mix of single-family, duplexes, tri-plexes, and four-plexes as part of a Planned Development as an attractive and desirable alternative to providing just a single type of housing in a subdivision.

Encourage a mix of multi-family dwellings and professional offices or limited commercial in the higher intensity areas and town center planning area outlined in the Comprehensive Plan.

Recognize manufactured homes as an affordable alternative housing type.

Provide for manufactured home park developments under clear and objective standards.

7. Neighborhood Character:

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

Encourage the establishment of neighborhood groups in order to give citizens within a neighborhood more identity with that particular neighborhood.

8. Housing Rehabilitation

Pursue methods of improving the quality of deteriorated housing stock, particularly in the downtown area, 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.

Attempt to offer incentives to homeowners to repair and upgrade poor quality housing stock.

9. Housing Quality

Continue to enforce the codes mandated by the State of Oregon for construction of residential dwellings, recognizing that all codes are minimum codes. 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.

GOAL 12 - TRANSPORTATION

The City of Troutdale has prepared a Public Facilities Plan which contains policy, inventory, and planning sections. This document should be referenced for specific information about the street system.

The City is situated on a major freeway, the main line of the Union Pacific Railroad, and has a general aviation airport. Excellent accessibility to the regional transportation network should enhance marketability of Troutdale's industrial and commercial land. While some of the City's local street network may be substandard, plans are in place to bring the network to adequate levels in terms of carrying capacity, maintenance, and logical circulation patterns.

FREEWAYS, ARTERIALS AND CITY STREETS

Major roadways serve the north part of Troutdale where the majority of industrial and commercial land is located.

Interstate 84 is a four-lane freeway that serves east-west traffic. Interstate 205, ten miles to the west, serves north-south traffic. Major east-west arterials include Marine Drive along the Columbia River, Historic Columbia River Highway, and Stark Street, on the south side of Troutdale.

The north-south connections from Troutdale's downtown to residential areas is facilitated by 257th Avenue and Buxton/Troutdale Road. The Mt. Hood Parkway connecting I-84 with Highway 26 south of Gresham is under consideration by the state. Proposed routes of this facility pass through the County Farm property on the west side of Troutdale. This facility should improve the regional transportation system while providing unique development opportunities for the City (see Inventory - Other Issues).

Local streets are generally maintained at a level consistent with budget appropriations and are standard with regard to hierarchical linkage and adequacy for traffic loads.

New subdivision street layouts are required to connect, when practicable, to the

City's traffic grid. The City's policies require right-of-way dedication when development occurs on substandard streets or with new developments. Compliance with Troutdale's street standards and with Multnomah County's street right-of-way dedication requirements are also required.

PUBLIC TRANSIT

Troutdale has no intra-city public transit, but the Tri-Met bus system presently provides inter-urban public transit service to the community. Bus service connects to Tri-Met's light-rail system, which links Gresham with downtown Portland.

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

Troutdale encourages the provision of bikeways and pedestrian paths for recreational purposes. These public facilities are developed through implementation of the City's Parks Plan, which establishes design standards. The City has been successful in acquiring and nearly completing a greenway system along Beaver Creek through open space dedication. Although an adequate trail system is maintained in City parks, the City is working to provide bikeways and pedestrian paths to interconnect all parks, residential neighborhoods, and scenic corridors.

The City is working with the Portland Parks Bureau to implement the 40-Mile (bike) Loop project, part of which runs through the City along the Sandy River towards Blue Lake Park.

TRANSPORTATION DISADVANTAGED

The City recognizes that the key to providing opportunities for the transportation disadvantaged is improving public transit. Troutdale will work with Tri-Met to improve transportation accessibility to the handicapped and to provide linkages to the regional transit system at terminals and transfer points. The City will also involve Tri-Met in community plans to serve intra-community needs.

The City will require 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 State Structural Specialty Code.

2040 REGIONAL STREET DESIGN

Metro's adopted 2040 Growth Concept and Regional Framework Plan identify a series of regional street design concepts that integrate transportation and land use needs for each of the identified 2040 land use design types for the Portland Metropolitan area. The Metro Urban Growth Management Functional Plan describes four street design classifications for regional facilities. They include throughway, boulevard, street, and urban road. Below is a brief description of each street design type classification.

Throughway

Throughways are traffic oriented with designs that emphasize motor vehicle travel and connect the major activity centers. Throughways are divided into freeways and highway designs.

Boulevard

Boulevards serve major centers of urban activity and emphasize public transportation, bicycle and pedestrian travel while balancing the many travel demands of intensely developed areas. Boulevards are divided into regional and community scale designs.

Street

Streets serve transit corridors, neighborhoods and main streets with designs that integrate many modes of travel and provide easy pedestrian, bicycle and public transportation travel. Streets are divided into regional and community scale designs.

Urban Road

Urban Roads are motor vehicle oriented with designs that integrate all modes of transportation but primarily serves motor vehicles.

The regional street design types found in Troutdale include:

Freeway

- I-84

Community Boulevard

- Historic Columbia River Highway (between SW 257th Avenue and SE Harlow Avenue).

Regional Street

- SW 257th Avenue
- SE Stark Street (west of SW 257th Avenue)

Community Street

- East Historic Columbia River Highway (east of SE Harlow Avenue)
- SW Halsey Street
- South Troutdale Road
- SE Stark Street (East of SW 257th Avenue)

Urban Road

- West Historic Columbia River Highway (west of SW 257th Avenue)
- NW North Frontage Road
- NW South Frontage Road
- NW Marine Drive

POLICIES

1. Locate and construct streets and highways in a manner which accommodates both current and future traffic needs. Design streets to maintain the character and quality of the areas served.
2. Outside the town center planning area provide adequate off-street parking so street traffic lanes will not be unnecessarily congested by parked vehicles during peak hours.
3. Within the town center planning area provide pedestrian oriented streets that are uninterrupted by driveways and encourage on-street parking to provide a buffer between the sidewalk and street.
4. Encourage use of mass transit, bicycle, and pedestrian transportation and circulation systems as legitimate and desirable future alternatives or supplements to the automobile.
5. Work with regional public transit agencies to improve public transit as an important means to address the needs of the transportation disadvantaged.
6. 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.
7. When property redevelops or develops with residential and/or mixed uses, provide for the construction of an interconnected internal street system that provides linkage between adjacent developments.
8. Design of the City's regional routes (throughways, boulevards, streets, or urban roads) shall be in accordance with Oregon Department of Transportation (ODOT) and Multnomah County standards.

The Department of Community Services

**City of Troutdale
2040 Growth Concept Map**

Dated November 1998

Can be viewed on Microfilm