

ORDINANCE NO. 708

AN ORDINANCE DECLARING THAT BLIGHTED AREAS EXIST IN THE CITY OF TROUTDALE, OREGON, ESTABLISHING THE NEED FOR AN URBAN RENEWAL AGENCY IN THE CITY AND ELECTING A METHOD FOR EXERCISE OF THE POWERS OF AN URBAN RENEWAL AGENCY WITHIN THE CITY.

The Troutdale City Council finds:

1. There exists in the City of Troutdale, Oregon blighted areas as defined in ORS 457.010(1).
2. Such blighted areas impair economic values and negatively impact the health, safety and welfare of its citizens.
3. Some portions of these blighted areas may require acquisition and clearance, but other portions of the blighted areas may be susceptible to conservation and rehabilitation to eliminate the conditions of blight.
4. These acquisitions, conservation, rehabilitation and redevelopment activities and the prevention and reduction of blight are public purposes for which public money may be spent and private property acquired pursuant to state law using the powers of an urban renewal agency.
5. ORS 457.035 authorizes the City to activate the powers of its urban renewal agency by adoption of a nonemergency ordinance declaring that blight exists and that there is a need for an urban renewal agency to function in the City and electing one of three ways to exercise the powers of an urban renewal agency in the City.

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

Section 1: Based on findings contained in the Report on Physical, Social, Economic and Development Conditions in Troutdale Town Center Overlay Area attached hereto as Exhibit A and incorporated herein by reference the City Council declares that blighted areas, as defined by ORS 457.010(1), exist within the City and that there is need for an urban renewal agency to function within the City.

Section 2: The City Council further declares that, pursuant to ORS 457.045(3), all of the rights, powers, duties, privileges and immunities granted to and vested in an urban renewal agency shall be exercised by and vested in the City Council itself, provided, however, that any act of the City Council acting as the urban renewal agency shall be and shall be considered the act of the urban renewal agency only and not of the City Council.

Section 3: The corporate name of the urban renewal agency activated by this ordinance shall be, and the agency shall be known as, the Urban Renewal Agency of the City of Troutdale.

YEAS: 6
NAYS: 0
ABSTAINED: 0


Paul Thalmhofer, Mayor

Dated: 8-16-01



Debbie Stickney, City Recorder
Adopted: August 14, 2001

EXHIBIT A

REPORT ON PHYSICAL, SOCIAL, ECONOMIC AND DEVELOPMENT
CONDITIONS IN THE TROUTDALE TOWN CENTER OVERLAY AREA

I. PHYSICAL CONDITIONS

A. Land Use And Zoning

The Urban Renewal Area as defined in this Plan consists of approximately 324 acres of mixed land uses (excluding areas not in tax lots), extending from the Sandy River west to McMenamins Edgefield. The existing downtown is at the core of the Urban Renewal Area, which also includes the surrounding residential areas and the Columbia Gorge Premium Outlet Stores and the present City Sewage Treatment Plant. The developed portion of the Area is characterized by a diversity of residential, commercial and industrial uses as portrayed in Table 1, "Existing Land Use (2000)."

TABLE 1: EXISTING LAND USE (2000)			
EXISTING USE	NUMBER OF PARCELS	ACRES	PERCENT OF TOTAL
Commercial	58	49.7	15.3%
Duplex	32	6.92	2.1%
Industrial	3	1.48	0.5%
Institutional	11	31.59	9.7%
Mobile/RV	1	11.69	3.6%
Multi-Family	22	22.07	6.8%
Other*	11	3.57	1.1%
Recreation	7	20.87	6.4%
Single-Family	132	53.12	16.4%
Utility	3	12.75	3.9%
Vacant	50	110.55	34.1%
Total	330	324.31	100.0%

*Land uses defined as "Other" includes Rights-of-Way, Public Parking Lots and Private Roads.

Table 1 shows the existing tax lots in the Urban Renewal Area to be a total of 324.31 acres of land formed by 330 individual parcels. Developed land comprises 65.9% of the total acreage, while vacant land covers 34.1% of the total, slightly more than one-third of the entire Urban Renewal Area. Of the Area currently in tax lots, 53.12 acres (16.4% of total) are developed as single-family dwelling units, 49.7 acres (15.3%) are developed commercial, 31.59 acres (9.7%) are used for institutional purposes, 20.87 acres (6.4%) are used for recreation, and 22.07 acres (6.8%) are developed as multi-family dwelling units.

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Table 2, "Comprehensive Plan and Zoning Designations (2000)," indicates the number of parcels and acres in each of the Comprehensive Plan Designation categories as well as in each Zoning District. The largest portion of the Area (22.5%) is zoned Industrial Park (IP), followed by High Density Residential (HDR-A2) at 19%, and General Commercial at 16%. Commercial (C) designations account for 40.7% of the total Urban Renewal Area: including 12.7% as Mixed Office/Housing (MO/H), 16% as General Commercial (GC), 8.5% as Central Business District (CBD), and 3.3% as Neighborhood Commercial (NC).

TABLE 2: COMPREHENSIVE PLAN AND ZONING DESIGNATIONS (2000)			
DESIGNATION	NUMBER OF PARCELS	ACRES	PERCENT OF TOTAL
C - Commercial	130	131.9	40.7%
Commercial (CBD)	89	27.71	8.5%
Commercial (GC)	12	52.04	16.0%
Commercial (MO/H)	20	41.32	12.7%
Commercial (NC)	9	10.82	3.3%
MDR - Medium Density Residential	123	45.02	13.9%
MDR (R4)	30	26.13	8.1%
MDR (R5)	93	18.89	5.8%
HDR - High Density Residential	72	61.62	19.0%
HDR (A2)	72	61.62	19.0%
I - Industrial	5	85.78	26.5%
Industrial (IP)	3	73.03	22.5%
Industrial (OS)	2	12.75	3.9%
Total	330	324.31	100%

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Table 3, "Commercial Land Use (2000)," displays in detail the composition of uses of commercially designated land within the Urban Renewal Area. Of the land designated Commercial (and zoned CBD, GC, MO/H, or NC), commercial uses dominate at 37.7% of the total acreage. Single-family uses account for 13.7% of the land, while mobile/RV occupy 8.9%, and 8.6% is used as utility. Vacant land accounts for 21.2% of the total commercial acreage.

**TABLE 3:
USE OF LAND DESIGNATED COMMERCIAL (2000)**

USE	# OF PARCELS	ACRES	PERCENT OF TOTAL
Commercial	58	49.7	37.7%
Industrial	3	1.48	1.1%
Institutional	6	4.23	3.2
Mobile/RV	1	11.69	8.9%
Multi-Family	2	0.57	0.4%
Other*	6	1.54	1.2%
Recreation	3	5.3	4.0%
Single-Family	27	18.06	13.7%
Utility	1	11.33	8.6%
Vacant	23	28.02	21.2%
Total	130	131.9	100.0%

*Land uses defined as "Other" include Rights-of-Way and Public Parking Lots.

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Table 4. shows the use of land zoned for Apartment Residential (A-2).

TABLE 4: USE OF LAND ZONED APARTMENT RESIDENTIAL (A-2)			
USE	# OF PARCELS	ACRES	PERCENT OF TOTAL
DUPLEX	15	2.33	3.8%
MFDU	13	1.92	3.1%
RECREATION	2	0.26	0.4%
R-O-W	1	0.15	0.2%
SFDU	23	23.66	38.4%
UTILITY	2	1.61	2.6%
VACANT	14	31.25	50.7%
W/SFDU	2	0.44	0.7%
Total:	72	61.62	100.0%

A-2 is a high density multifamily zone, but over half of the land A-2 is vacant, and almost 40% is developed with single family homes. This indicates an opportunity for new multifamily residential development and possibly some redevelopment of older single family homes.

Table 5. shows the use of land zoned for Attached Residential (R-4)

TABLE 5: USE OF LAND ZONED ATTACHED RESIDENTIAL (R-4)			
USE	# OF PARCELS	ACRES	PERCENT OF TOTAL
DUPLEX	14	3.53	14.2%
MFDU	6	1.66	6.7%
SFDU	5	9.17	36.8%
VACANT	4	10.55	42.4%
Total	29	24.91	100.0%

The Attached Residential zone is intended for duplexes, triplexes, rowhouses and townhouses, but over 40% of the land is vacant and almost 37% is developed as single family homes. This indicates an opportunity for medium density attached residential development and possibly some redevelopment of older single family homes.

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Table 6. shows the use of land zoned for Single Family Residential (R-5)

TABLE 6: USE OF LAND ZONED SINGLE FAMILY RESIDENTIAL (R-5)			
	# OF PARCELS	ACRES	PERCENT OF TOTAL
DUPLEX	3	0.67	3.6%
PVT RD	2	0.3	1.6%
R-O-W	1	0.02	0.1%
SCHOOL	4	2.46	13.2%
SFDU	73	14.38	77.0%
VACANT	7	0.84	4.5%
	90	18.67	100.0%

This land is located south of the CBD, and is mostly developed with single family homes. There is some limited opportunity for infill on vacant lots, rehabilitation of existing homes and possibly redevelopment of some older single family homes.

B. Transportation: Streets, Roads and Alternative Modes

1. Street Classification

Interstate 84/US 30 is classified as a State Highway of Interstate importance. It serves vehicles traveling between I-5 to the west and various destinations in Washington, Idaho, and beyond to the east. I-84 also serves intrastate travel, in particular, vehicles from the west traveling toward the Cascade mountains and Columbia River Gorge. It is used as a commuter route between East Multnomah County and Portland and various destinations in between. I-84 also serves some local travel that occurs within Troutdale, or between Troutdale and a neighboring city such as Wood Village, Fairview or Gresham.

257th Avenue is classified by Multnomah County as a Major Arterial. It provides local access from I-84 to much of Troutdale and is used regionally as a link from I-84 to ORE 26 and destinations to the east.

Halsey Street is classified by Multnomah County as a Minor Arterial. Halsey provides local access between Troutdale and towns to the west such as Wood Village, Fairview and Gresham, and extends into Portland.

Historic Columbia River Highway is classified as Major Collector by Multnomah County. To the east, it is Troutdale's main street and crosses the Sandy River, eventually becoming a scenic highway along the Columbia River Gorge.

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South Buxton Avenue extends from East Columbia River Highway south through downtown, connecting with South Troutdale Road. It provides access to many downtown businesses as well as the residential neighborhoods that are adjacent to it.

2. Travel Times / Traffic Volumes / Levels of Service

Transportation studies are often used as a key measure of transportation service and accessibility in a city. They provide a common reference for comparison between modes and a historical reference in future years. As part of the Transportation System Plan (1995), DKS Associates conducted studies on several key routes in Troutdale.

Travel time runs measured the length of time it took to travel from one end of the City to the other during the PM peak period during the week. These studies indicated that it was generally possible to get across town in Troutdale (either north/south or east/west) in approximately 4 to 6 minutes, including an average delay of about 40 to 60 seconds. This translates to average speeds of about 30 miles per hour, including delays at traffic signals and stop signs.

Typically, 257th Avenue was the most heavily traveled street in Troutdale. Near I-84, it carried about 20,500 vehicles per day (two-way) and near Stark Street it carried about 22,000 vehicles per day. Historic Columbia River Highway carried about 4,700 vehicles per day near 257th Avenue and 1,300 vehicles per day near the Sandy River. Overall, based on traffic counts at gateways to the City, nearly 70,000 vehicles entered and exited Troutdale (about half in and half out) on a given day. As a comparison, daily traffic on I-84 was about 51,000 vehicles per day west of the 238th interchange.

Analysis of traffic volumes is useful in understanding the general nature of traffic in an area, but by itself indicates neither the ability of the street network to carry additional traffic nor the quality of service afforded by the streets. For this, the concept of *level of service* has been developed to subjectively describe traffic performance at intersections.

At the time of the Transportation System Plan (1995), there were approximately 11 signalized intersections in Troutdale, most of which experienced level of service C (average traffic delays) or better. Some delays were generally observed to occur at intersections near the I-84 interchange and at two major streets (257th Avenue and Stark Street). At most other signalized intersections, however, delays were usually short in time and length. Unsignalized intersections were observed to operate at level of service D (long traffic delays) or better, except Marine Drive/Frontage Road (level of service F for the westbound approach).

The intersection of SE Stark Street and SE Troutdale Road ranked 13th on Multnomah County's SPIS (Safety Priority Index System) of the most severe accident locations in the County (21 accidents from 1/91 - 12/93). The intersection

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of NE Glisan Street and 242nd Avenue ranked 24th on the County's SPIS, with 18 total accidents.

3. Needs for Streets within the Area

Land located west of 257th is generally unserved by local streets. Halsey provides access to this area, but vacant, developable property to the north and south of Halsey remains without local streets.

There is no street connection between the CBD and the existing Columbia Gorge Premium Outlet Stores, the vacant General Commercial and Mixed Office/Housing land and the STP site. These properties are envisioned as accommodating a mix of residential and commercial development that will need to be linked to the existing CBD for the mutual benefit of both areas.

4. Other Modes of Transportation

Transit service is provided by the Tri-County Metropolitan Transit District of Oregon (Tri-Met), with three routes that serve Troutdale. Route 24 provides service between City Hall and the Gateway Transit Center via Halsey Street, with approximately 20-minute headways in the peak commute periods. Route 80 provides service between and the I-84 Frontage Road Gresham Transit Center, via Mount Hood Community College and Troutdale Road, with approximately 30-minute headways in the peak commute periods. Route 81 provides service between I-84 Frontage Road and the Gresham Transit Center, via Mount Hood Medical Center and 257th Avenue, at 1 hour headways between 7:00 AM and 6:00 PM. Routes 24 and 80 operate daily and Route 81 operates Monday through Friday only. There are no sheltered facilities for bus riders nor is there a transit center where transfers from bus to an other form of transportation can occur.

Bikeway connectivity for cyclists traveling to activity centers in Troutdale is limited. There are two primary north/south routes (257th Avenue and Troutdale Road between Cherry Park Road and Stark Street) and two primary east/west routes (Marine Drive and Halsey Street).

The majority of arterial and collector streets in Troutdale have sidewalks on at least one side of the street. There are some locations where sidewalks are not connected, however, connectivity and pedestrian linkages remain relatively good. Sidewalks at least five feet wide are required in all new development. Existing roadways that do not have sidewalks are being retrofitted where terrain and right-of-way make it feasible to do so. All new sidewalks include wheelchair ramps at intersections to permit easy access for wheelchairs. Pedestrian counts conducted as part of the Transportation System Plan (1995) observed that the three intersections with the most pedestrian crossings were Troutdale Road/Stark Street, Buxton Road/Historic Columbia River Highway and 257th Avenue/South Cherry Park Road.

Troutdale is a hub for truck servicing activity as it is one of the first opportunities to refuel coming into Portland from the east. Principal routes for trucks include

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arterial highways and streets: north/south access is generally provided via 257th Avenue and access to the west is provided via Halsey Street, South Cherry Park Road and Stark Street.

A critical railroad east-west trunk link into Portland crosses Troutdale, with two mainline tracks at the west end of the City and a spur line that serves the Reynolds Metal Plant north of the City. Union Pacific trains pass through Troutdale approximately once per hour (both directions) and Amtrak passes through approximately seven times per week.

Troutdale is also served by the Portland-Troutdale Airport, a general aviation facility located on the northern edge of the City. The airport is home to a number of private entities that provide aviation-related services including scenic tours and charter flights, helicopter and fixed-wing flight training, and aviation repair and maintenance. The airport does not have any regular service; however, it did experience 107,461 operations in 1994. The Port of Portland maintains a Master Plan for this airport.

C. Sanitary Sewer Facilities

Troutdale currently has a City owned and operated sewage treatment plant (STP) located in the downtown business portion of the City, adjacent to the Columbia Gorge Outlet Mall. Because of capacity constraints and other problems with the existing STP, the City has begun construction of a new STP located on the west bank of the Sandy River north of the airport.

The existing West Columbia pump station is at capacity and is in need of upgrading.

D. Storm Sewer Facilities

Storm sewer facilities on Halsey St., the Columbia River Highway and Fourth Street are at capacity or have design deficiencies.

E. Water Facilities

Increased demand for water has paralleled population growth in Troutdale. Accompanying this growth is the need to correct any existing deficiencies in the City's water system as well as to plan for future additions to the distribution, supply and storage functions of the system. To conduct an assessment of Troutdale's future water needs, the City retained Economic and Engineering Services, Inc. (EES) to complete the most recent Water Master Plan in 1993.

There are six wells connected into the Troutdale water distribution system. The wells extract water from the Sandy River Mudstone and the Troutdale formations that underlie the City. The total yield of the five wells in operation at the time of the 1993 Water Master Plan was 4.7 million gallons per day (mgd). A sixth well was out of service because of a decline in its yield. Generally, the well pumping stations and associated equipment and machinery were observed to be maintained at a high standard, with no major improvements needed.

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Recharge of the aquifers serving Troutdale is into the Beaver Creek drainage basin and was estimated to average 13 mgd. This figure is more than 4 times the average demand for water forecast for a city of 25,000 persons. The City holds water rights equal to 7.2 mgd, and the 1993 average use was 1 mgd. Water is stored in four water tanks with a total capacity of 6.0 million gallons. All reservoirs and associated sites are generally in good condition.

The water distribution system is divided into five zones due to the sloping topography of the area, especially from the airport to Strebin Road where the increase in elevation is approximately 320 feet. The system is comprised of approximately 43 miles of 4-inch to 12-inch pipe, much of which is less than 20 years old. Generally, the length and size of water mains are in good condition in terms of age and leakage, and the existing system is considered to be a strong network.

Water lines on the Historic Columbia River Highway and on 244th are at capacity and require upsizing.

F. Public Facilities

1. City Hall

The existing City Hall is inadequate in size to serve a growing community, including anticipated growth within the Area. Space is needed for staff to serve the Agency. If the City Hall were to be located outside the CBD, the positive influence of that facility on adjacent development would be lost.

2. Parks

Though the eastern boundary of the Area is the Sandy River, there is little access to the river or capacity for recreational activities based on the river. In addition, some parts of the Area lack neighborhood parks.

3. Parking

The Downtown Parking Study completed in 1995 indicated that the CBD had an inadequate supply of parking to support existing and future demand from shoppers, employees and residents.

II. SOCIAL AND ECONOMIC CONDITIONS

A. Population

1. City

The Portland State University (PSU) Center for Population Research and Census estimated a total population for the City of Troutdale at 13,975 total persons as of July 1, 2000. PSU's population estimate was 14,040 persons for 1998, 13,880 persons for 1997, and 12,750 persons for 1996. The average annual increase in population over this three-year period was 3.7%.

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The U.S. Census Bureau reported a total population of 13,777 for 2000, 7,852 in 1990 and a 1980 population of 5,908

2. Urban Renewal Area

The U.S. Census Bureau's 1996 American Community Survey (ACS) block group statistics show an estimated population of 2,272 for those blocks which lie within the Urban Renewal Area. Block group boundaries are largely the same as the entire Troutdale Urban Renewal Area. However, some minor inconsistencies do exist which may result in slightly different estimates.

The 1996 ACS estimated that, of the City's total population, 5589 were male (50.8%) and 5417 (49.2%) were female. There were 3,710 total households reported.

B. Housing

1. City

According to the ACS, there were approximately 3,852 total housing units in the City, with an average of 2.97 persons per owner-occupied unit and 2.92 persons per renter occupied unit. Of the total housing units, 2,918 (75%) were owner-occupied, 792 (21%) were renter-occupied, and 142 (4%) were reported vacant. The median value of specified owner-occupied housing units was \$135,000, with median monthly owner costs of \$1,027 for units with a mortgage and \$371 for non-mortgaged units. The median gross monthly rent was \$680 for renter-occupied units.

2. Urban Renewal Area-Specific:

The 1996 ACS block group statistics show that there were approximately 899 total housing units within the Urban Renewal Area: 594 were owner-occupied, 258 were renter-occupied, and 47 were vacant. The median value for owner-occupied housing units was approximately \$105,000.

**Note-* Block group boundaries are largely the same as the entire Troutdale Urban Renewal Area. However, some minor inconsistencies do exist which may result in slightly different estimates.

C. Income

Generally, the City of Troutdale experiences a significantly greater level of income than Multnomah County as a whole.

The ACS reported a median family income of \$51,603 for the City of Troutdale, which was 20.4% greater than the median for all of Multnomah County (\$41,056). The median household income for Troutdale (\$49,664) was 34% greater than the County median of \$32,716.

Median non-family household income for the City was \$36,159, compared to \$22,119 for Multnomah County (a difference of 38.8%).

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Per capita income, however, was slightly lower for Troutdale than for Multnomah County, \$17,912 versus \$18,564, a difference of only 3.5%. This figure can likely be attributed to the larger percentage of children (non-earners) within the City of Troutdale that are included in per capita statistics.

D. Employment

Data from the ACS indicates that approximately 85% of the residents over the age of 16 were employed during 1996. Industry-specific data shows the highest concentration of workers in retail trade (21%), professional and related services (19%), and manufacturing (16%). Occupations within industries were reported to be the greatest for executive, administrative, and managerial (17.4%), sales (16.4%), administrative support and clerical (15.5%), precision production, craft and repair (12.8%), and professional specialty (12.6%).

The 1996 ACS data for levels of education attained by Troutdale residents indicate that 6.2 % of those aged 25 years and over had earned a graduate or professional degree, 33.8% had earned a bachelor's, associate's or vocational school degree, and 28% attended some college without a degree. Approximately 24.7% earned a high school diploma (including equivalency), 5.7% attended high school without earning a diploma, and 2% have less than a 9th grade education.

III. DEVELOPMENT CONDITIONS

A. Improvement To Land Value Ratios

An accurate indicator of how well land is developed in urban areas is the ratio of its *assessed value for improvements* (primarily buildings) to its *assessed value for land*. **Table 4**, "*Improvement to Land Value Ratios*" shows these ratios for tax lots within the Troutdale Urban Renewal Area, according to their Comprehensive Plan Map designations.

Land in healthy urban areas commonly has improvement to land value ratios from 4.0 to 10.0, and higher. Of the sectors in the Urban Renewal Area, only the Commercial sector has an improvement to land value ratio over 4.0. Improvement to Land Value Ratios are observed to be low mostly when there is a great deal of vacant land.

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**Table 7:
Improvement to Land Value Ratios**

Land Use by Comprehensive Plan Designation	Average Improvement to Land Value
Commercial	4.36
Industrial	0.60
High Density Residential	2.06
Medium Density Residential	1.72

B. Building Conditions

A general survey of building conditions in the Area reveals that the CBD contains many buildings that appear to not meet current code requirements and many commercial buildings whose appearance is not in keeping with a thriving downtown. In addition there are some older detached single family homes on land that is zoned for more intensive uses and that may be appropriate for redevelopment during the course of the Plan.