

## **ORDINANCE NO. 808**

### **AN ORDINANCE AMENDING THE TROUTDALE COMPREHENSIVE LAND USE PLAN, GOAL 5 OPEN SPACES, SCENIC AND HISTORIC AREAS, AND NATURAL RESOURCES IN FULFILLMENT OF TASK 5 OF THE CITY'S PERIODIC REVIEW WORK.**

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

1. The Troutdale Planning Commission recommended these amendments to Council by a unanimous vote on April 27, 2011.
2. These amendments were initiated by the City Council to fulfill Periodic Review Task 5. The City has been in periodic review since the initial notification from the Oregon Department of Land Conservation and Development (DLCD) on May 20, 2008. The City submitted its proposed periodic review work program to DLCD on November 14, 2008. DLCD approved the work program with modification on April 15, 2010. The approved work program includes Task 5 pertaining to historic preservation.
3. The City hired the consultant team of Connell PC Associates to assist staff in the preparation of the amendments to Goal 5 Open Spaces, Scenic and Historic Areas, and Natural Areas. These amendments, along with separate amendments to the Troutdale Municipal Code and the Troutdale Development Code, are products required under the City's Periodic Review Task 5.
  - a. The amendments refine the short summary history of the City of Troutdale that is in Comprehensive Land Use Plan Goal 5.
  - b. The amendments revise the policy statements with respect to historic preservation for compliance with Statewide Planning Goal 5 and the federal historic preservation program.
  - c. The amendments include a new policy in Goal 5 directing the City to establish a Historic Landmarks Commission.
  - d. The amendments include a new policy to obtain assistance in implementation of historic resource protection and preservation goals by becoming a Certified Local Government through the State Historic Preservation Office.

- e. The amendments include a new policy to periodically update and maintain the inventory of historic resources and designated historic landmarks.
  - f. The amendments include a new policy to maintain effective historic landmark designation standards and procedures, and be consistent with state law and National Historic Register evaluation criteria.
  - g. The amendments do not include policies to protect scenic views as they are not required by Statewide Planning Goal 5.
4. These amendments comply with Statewide Land Use Goals and related administrative rules:
- a. Goal 1 Public Involvement. The public has been afforded the opportunity to attend the following public meetings and the public was notified of these meetings in accordance with Troutdale Development Code 15.020 Hearing Notice:
    - 1) October 1, 2008 a public hearing on the Periodic Review Work Program.
    - 2) July 22, 2010 a public informational meeting on Periodic Review Task 5.
    - 3) October 6, 2010 Citizens Advisory Committee meeting.
    - 4) October 27, 2010 Planning Commission meeting.
    - 5) December 14, 2010 City Council meeting.
    - 6) February 2, 2011 Citizens Advisory Committee meeting on proposed text amendments to the Comprehensive Land Use Plan Goal 5 and Troutdale Municipal Code Chapter 2.20 Committees and Commissions.
    - 7) April 27, 2011 a public hearing before the Planning Commission at which the Planning Commission afforded interested persons the opportunity to comment in advance of the hearing, in writing, and at the hearing.
    - 8) May 10, 2011 a public hearing before the City Council for the first reading of these amendments.

- 9) May 24, 2011 a public hearing before the City Council for the second reading and adoption of these amendments. The second reading was continued to June 28, 2011.
  - 10) June 28, 2011 a continuation of the second reading and public hearing before the City Council for adoption of these amendments.
- b. Goal 5 Open Spaces, Scenic and Historic Areas, and Natural Area is satisfied with respect to inventorying historic resources and establishing policies to protect those historic resources. Protection of scenic views is not required.
- c. The amendments satisfy Oregon Administrative Rules:
- 1) As required by OAR 660-025-0080, the City published notice about initiation of periodic review in an article in the July/August 2008 edition of the Troutdale Champion, a city generated newspaper that is mailed to all postal patrons within the City of Troutdale.
  - 2) As required by periodic review procedures, the City undertook an evaluation of its comprehensive plan and land use regulations to determine what, if any, changes were needed to ensure that the Comp Plan policies are consistent with the Oregon Revised Statutes, Oregon Administrative Rules, programs of state agencies, and the statewide planning goals and also to ensure that they continue to provide for the growth and development needs of the community.
  - 3) The City evaluated the Comp Plan and land use regulations against the four factors contained in the statutes (ORS 197.628) and rules (OAR 660-025-0070). Based on those four factors the City has determined that periodic review is necessary and that the Comp Plan needs to be updated.
  - 4) In accordance with OAR 660-025-0090, a work program was developed and adopted by the Council on October 29, 2008 and accepted, with revisions by the State. These amendments pertain to the completion of Task 5 of that work program.
5. The public need is best satisfied by these amendments. The need to preserve history was established when the state implemented Statewide Planning Goal 5 and the city first adopted Comprehensive Land Use Plan Goal 5 for compliance with the State. The City's Comprehensive Land Use Plan requires that the Plan be updated periodically so that it is consistent with the current conditions of the City and applicable state and

federal regulations. The text amendments include a modernization of the historical narrative of Troutdale and updates and additions to policies pertaining to historic preservation.


6. These amendments do not adversely affect the health, safety, and welfare of the community.


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

Section 1. The Troutdale Comprehensive Land Use Plan, Goal 5 Open Spaces, Scenic and Historic Areas, and Natural Areas, is hereby amended as shown in Attachment A.

**YEAS: 7  
NAYS: 0  
ABSTAINED: 0**

  
\_\_\_\_\_  
Mayor Jim Kight

  
\_\_\_\_\_  
Date

  
\_\_\_\_\_  
Sarah Skroch, Deputy City Recorder  
Adopted: June 28, 2011

**GOAL 5 – OPEN SPACES, SCENIC AND HISTORIC AREAS  
AND NATURAL RESOURCES**

Troutdale is blessed with a unique and physically attractive setting. Open spaces and scenic views, proximity to the Columbia Gorge, and the presence of urban “wilderness areas” contribute to the special character of the community. The City strongly supports preservation of its open spaces, especially the Beaver Creek and Sandy River Canyons.

**OPEN SPACES AND SCENIC AREAS**

The City’s Parks Master Plan designates the Beaver Creek and Sandy River corridors as a public open space/greenway system and identifies other sites under public ownership that provide a network of open space throughout the City.

Troutdale has a particularly scenic location, with views of points outside the community including the Columbia River, Mt. St. Helens, Mt. Adams, Mt. Hood, Broughton Bluff, Silver Star Mountain, as well as Beaver Creek and Sandy River Canyons within the City.

**TROUTDALE’S HISTORY AND HISTORIC RESOURCES**

A community with a rich historic past, Troutdale is located at the confluence of the Sandy and Columbia Rivers, and was originally occupied by Native Americans who fished and camped along the banks of the rivers. The first Euro-American to explore the region was British Lt. William Broughton who noted this area in the autumn of 1792 on his exploration voyage of the Columbia River. Broughton Bluff, the point immediately across the Sandy River from current-day Troutdale, was named after the lieutenant. Fourteen years later, explorers Lewis and Clark camped along the Sandy River Delta on their way to the Oregon Coast.

The earliest settlers arrived in 1850 and 1851. Some of the earliest Donation Land Claims were filed by John Douglass, David F. Buxton, Benjamin Hall, James M. Stott, and Felix G. Hicklin. Family records credit David F. Buxton as Troutdale's true founder; he filed a donation land claim in 1853 in the center of the present city of Troutdale. However, it was Captain John Harlow, a former sea captain from Maine and successful Portland businessperson, who conceived a plan for the town. In 1872, he purchased part of Buxton's land to build his country home. Because he raised trout in ponds on his farm, he called his farm "Troutdale." He convinced the railroad to build a depot at the site of his farm and on November 20th in 1882, Troutdale had access to a rail line, an important step in becoming a bonafide town.

After John Harlow's death in 1883, his widow Celestia began platting a town with blocks and streets. Much of the city was built in 1890 and 1891. The first edition of Troutdale's newspaper announced the opening of Aaron Fox's new store, a restaurant, and included ads for a hardware

## ATTACHMENT A

store, surgeon, notary public and blacksmith. The town's major industry was the American Dressed Meat Company, later sold to become Portland's Swift and Company. Other industries that rose were a lumber mill, a hotel and a distillery. The distillery burned in what was reported as a "bright blue flame" in the 1890's.

Aaron Fox was instrumental in incorporating the City in 1907 and became its first mayor. The same year, a disastrous fire swept through the city burning the 1890's buildings. A church built on a hillside two blocks from the business district was one of the few 1890's buildings that survived. In 1914, two years after women won the right to vote in Oregon; Clara Latourell Larsson became mayor of Troutdale and was one of Oregon's earliest woman mayors.

The Columbia River Highway was built and extended through Troutdale in 1916. Enterprising residents opened businesses, restaurants, tea rooms, hot dog stands and dance pavilions to feed and entertain the travelers. In 1924, another woman was elected mayor when Laura Harlow, daughter-in-law of Captain John Harlow, took office. A year later, a second fire mostly destroyed the business district. The Tiller Hotel and Helming's Saloon, both built after the first 1907 fire, are two of the first buildings erected after the fire.

In the 1920's, Troutdale claimed the title of the "Celery Capital of the World" as a result of prize winning celery grown here. But farmers also grew wonderful produce and gladiola bulbs grown in the area's fertile, sandy soil and shipped all over the nation by rail. A new city hall was completed in 1923. The building still serves as the Troutdale City Hall complete with the original wood dance floor.

John Harlow's original house was torn down in the 1920's. The only original building remaining on the farm site was the home of his son, Fred, built in 1900. That building is now the Harlow House Museum of the Troutdale Historical Society and is listed on the National Register of Historic Places. The original rail depot burned in 1907 and was replaced by a second depot that is now the Rail Museum. It was moved from its original location to its present site in 1979.

Troutdale celebrated its Centennial in 2007, and in conjunction with that milestone, a local historian, Sharon Nesbit, wrote of Troutdale's history in the book, It Could Have Been Carpdale (2007 Pediment Publishing).

*[There are no changes to the narrative under Natural Resources]*

**POLICIES**

1. Conserve open space by limiting development that will have adverse impacts.
2. Conserve domestic groundwater and surface water resources from potential pollution through a variety of regulatory measures relating to land use, transportation, and hazardous substance management.
3. Control the storage, manufacture, use, transportation, and disposal of hazardous substances, especially in groundwater sensitive areas used for water supplies.
4. Conserve groundwater sensitive areas, such as aquifer recharge areas and areas of influence through such mechanisms as storm drainage, dry wells, recharge sites, a detaining/retaining ponds, etc.
5. Conserve and enhance drainageways for the purpose of containing and regulating stormwater runoff and, where appropriate, as natural corridors which allow the passage of wildlife between natural areas throughout the City, as well as providing wildlife habitat characteristics including food, water, cover, breeding, nesting, resting, and wintering areas.
6. Prepare a list of properties desirable for public acquisition to ensure long-term natural resource conservation.
7. Require mitigation, resolution, or other means of maintaining a balance of important natural resource values in areas where adverse impacts cannot be practicably avoided.
8. Conserve significant areas and encourage the creation of new developments which maintain the variety and quantity of fish and wildlife throughout the City in a manner compatible with existing and future urban development.
9. Notify and coordinate development proposals within natural resource areas with other local, state, and federal agencies.
10. Mitigate environmental disturbances resulting from aggregate resource extraction.
11. Work with local, state and federal historic preservation agencies and organizations to identify, preserve, and protect historic resources.
12. Whenever possible, newly created streets shall be given historically significant names.

## ATTACHMENT A

13. Appoint a Historic Landmarks Commission to actively promote preservation of Troutdale's historic landmarks and resources and to reasonably protect historic landmarks and resources from inappropriate exterior alterations and untimely demolitions.
14. Apply to the State Historic Preservation Office for Certified Local Government (CLG) certification to assist in the implementation of historic resource protection and preservation goals when desired.
15. Maintain and periodically update the inventory of historic resources and update the inventory as owner requests for historic landmark designation are received by the City.
16. Maintain effective historic landmark designation standards and procedures within the Historic Landmark Protection Overlay district that are consistent with state law and National Register of Historic Places evaluation criteria.