

RESOLUTION NO. 1967

A RESOLUTION APPROVING AN EVALUATION OF THE TROUTDALE COMPREHENSIVE LAND USE PLAN AND A PERIODIC REVIEW WORK PROGRAM TO BE SUBMITTED TO THE OREGON DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT

THE TROUTDALE CITY COUNCIL FINDS AS FOLLOWS:

1. On May 20, 2008 the Oregon Department of Land Conservation and Development (DLCD) notified the City of Troutdale that the periodic review process has officially commenced for the City in accordance with the periodic review schedule set by the Land Conservation and Development Commission.
2. As required by OAR 660-025-0080 the City published notice about initiation of our periodic review by means of 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.
3. 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 are needed to ensure that they are consistent with 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. The City has evaluated the comprehensive 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 comprehensive plan needs to be updated.
4. Upon its determination that periodic review is necessary, and in accordance with OAR 660-025-0090, the City has developed a work program with a listing of the tasks necessary to revise or amend the comprehensive plan or land use regulations to ensure that they achieve the statewide planning goals and/or address issues of local concern.
5. In accordance with OAR 660-025-0080 the City has followed its approved citizen involvement program to provide adequate participation opportunities for citizens and other interested persons. One of the duties of the Troutdale Citizens Advisory Committee (CAC) is to assist with periodic review. The CAC met on September 3, 2008 to discuss the preliminary evaluation and work program.
6. On October 1, 2008 the CAC held a public hearing to provide an opportunity for interested persons to comment on the periodic review evaluation and work program. Notice of the CAC public hearing was publicized in the September/October edition of the

Troutdale Champion newspaper and also was published in the Gresham Outlook on September 20, 2008.

7. The Troutdale Planning Commission met on October 15, 2008 to review the proposed periodic review evaluation and work program recommended by the CAC and to provide opportunity for public comment. Notice of the Planning Commission's meeting was published in the Gresham Outlook on October 4, 2008.
8. On October 28, 2008 the Troutdale City Council held a public hearing on the periodic review evaluation and work program recommended by the CAC. Opportunity was provided for citizens and interested persons to comment on the proposed evaluation and work program. Notice of the City Council public hearing was published in the Gresham Outlook on October 18, 2008.
9. The citizen involvement requirements in the statute and the administrative rule for evaluating the local comprehensive plan to determine the need to carry out periodic review and for developing a periodic review work program have been met.

NOW, THEREFORE BE IT RESOLVED BY THE COUNCIL OF THE CITY OF TROUTDALE

- Section 1. The attached City of Troutdale Periodic Review Evaluation (Attachment 1) and City of Troutdale Periodic Review Work Program (Attachment 2) are hereby approved and adopted.
- Section 2. The Director of Community Development is authorized to submit the approved and adopted comprehensive plan evaluation and periodic review work program to the Oregon Department of Land Conservation and Development by the submittal deadline of November 18, 2008.
- Section 3. This resolution shall take effect immediately upon adoption.


YEAS: 5
NAYS: 1 Councilor Canfield
ABSTAINED: 0



Paul Thalhofer, Mayor

October 29, 2008

Date



Sarah Skroch, Deputy City Recorder
Adopted: October 28, 2008

City of Troutdale PERIODIC REVIEW EVALUATION

The following four factors from state statute determine whether the city must prepare a work program to correct comprehensive plan or land use regulation shortcomings.

FACTOR 1: There has been a substantial change in circumstances including but not limited to the conditions, findings or assumptions upon which the comprehensive plan or land use regulations were based, so that the comprehensive plan or land use regulations do not comply with the statewide planning goals relating to economic development, needed housing, transportation, public facilities and services and urbanization.

City Response

The City's first comprehensive plan was adopted in 1971 but it has undergone numerous revisions and several rewrites since then. The current plan was adopted in September 1990 during the City's last periodic review. Since that time, the plan has been amended three times. None of these amendments were specifically enacted for the purpose of satisfying statewide planning goals. Thus, the findings, assumptions and conditions upon which the current comprehensive plan are based are at least eighteen years old and very likely do not comply with statewide planning goals and guidelines relating to economic development, needed housing, transportation, public facilities and services, and urbanization. The plan needs to be evaluated for compliance with these goals and updated accordingly.

Troutdale lies within the boundaries of the Portland Metropolitan District, or Metro. Within the district, circumstances have changed dramatically since adoption of the City's current comprehensive plan. For example, Metro has adopted the 2040 Growth Concept, the Regional Framework Plan and the Urban Growth Management Functional Plan. These all have a bearing on the city's zoning and land use regulations. The city has amended its zoning and development code a number of times to comply with requirements of Metro's Functional Plan, but the comprehensive plan has not been amended in each of these instances to be consistent with code revisions. The plan should be evaluated to bring conformity between it and those code provisions already adopted to meet Metro requirements.

Specific to economic development, a substantial change that has occurred since the last plan update is the closure and demolition of the Reynolds Aluminum smelter plant that was the single, largest employer within the Troutdale area for decades. The Port of Portland has purchased the 700 acres once owned by Reynolds, has annexed the property into the City, and is now installing public utilities to be able to subdivide, market, and sell industrial lots to prospective businesses. Redevelopment of the Reynolds aluminum site along with adjacent industrially zoned lands could add greatly to the City's employment base and would provide a major stimulus to the local economy. An economic development plan was prepared in 2007 for the industrial zoned lands lying between Interstate 84 and the Columbia River within the four East Multnomah County cities. This area that has been labeled as the Columbia-Cascade River District, encompasses the former Reynolds property and other

industrial zoned properties within the four cities. This economic development plan has not been formally adopted by the City of Troutdale and it should be referenced or incorporated into the city's comprehensive plan.

Current industrial zoning of the large tract of land that Multnomah County owns on the south side of Halsey Street at the western city limits does not fit the City's vision for how this property should be developed. This property should be evaluated for rezoning to a classification that better achieves its desired use provided there are sufficient buildable lands elsewhere within the City that are zoned for and suitable for industrial uses.

Specific to housing needs, much has changed in the housing market since the City's comprehensive plan was originally prepared. The spiraling cost of housing since then has caused a shift for many homeowners from traditional large-lot, single-family detached units to relatively more affordable attached housing units on smaller lots. Where detached dwellings are now being built to meet demand, they are more commonly on smaller lots. An analysis of the city's housing stock and an update of the Comprehensive Plan's Housing element are needed to determine the following:

- Are the costs of new housing units affordable based on projected household incomes for City residents? If not, what measures is the city willing to take to increase the supply of affordable housing?
- Does the city provide the types, locations and densities of housing needed by all of its residents?
- Are the city's comprehensive plan and zoning code compliant with the Metropolitan Housing Rule, particularly the requirements for minimum residential density for new construction?
- Does Troutdale have a 20-year supply of vacant or redevelopable land or land with infill potential to accommodate the number of additional residential units allocated by Metro's next housing capacity target?

A review and update of the comprehensive plan will better determine whether land use regulations are also warranted.

Specific to transportation, the City's Transportation System Plan (TSP) contains goals and policies to guide capital projects for improving the city's overall transportation network. The TSP was last updated in 2005 and was determined to comply with statewide planning goal 12 at that time; however, changes to the administrative rules governing transportation (Transportation Planning Rule) since the last TSP update was undertaken may necessitate revisions to the TSP. A comprehensive plan update is necessary to acknowledge and reference the goals and policies contained in the TSP.

Specific to public facilities and services, there have been significant changes in the city's utility systems since the current comprehensive plan to warrant an update. On the

wastewater side, the city has constructed a new wastewater treatment plant to replace its aging facility that was located within the downtown area. Several additional source wells have been added to the water system. Although the City has a variety of separate plans and studies pertaining to its public utility systems, these individual plans need to be evaluated against requirements for public facility planning according to Goal 11 and its implementing administrative rule.

Historic preservation is covered under Goal 5. The city's current inventory of historic structures and sites needs to be updated and tools for historic preservation need to be evaluated so that the city can do a better job of protecting its historic resources.

Other goals and policies within the city's comprehensive plan that correspond to statewide planning goals are based on outdated information that is in need of an update. Since the entire document is founded on conditions, findings and assumptions that date back to the 1980's, it is important to evaluate each of these planning goals to see if they reflect present community values and public sentiments about the city's growth and development for the next 20-year planning horizon. It is important to point out that in 1990 when the current comprehensive plan was adopted, Troutdale's population was 7,852. Today, the official population estimate for the city is 15,430 -- virtually double what it was at that time.

FACTOR 2: Decisions based on acknowledged comprehensive plan and land use regulations are inconsistent with the goals relating to economic development, needed housing, transportation, public facilities and services and urbanization.

City Response

Current land use decisions are being made according to the city's acknowledged comprehensive plan and implementing development code. Over time as statewide planning goals and their administrative rules have been revised, the Troutdale Development Code has been amended to stay current with some of the changing goals and rules, such as the Transportation Planning Rule. However, not all of the revised administrative rules have been evaluated nor efforts taken to amend the comprehensive plan or zoning regulations for compliance. Similarly, where regulations have been amended, the policies of the comprehensive plan have not been evaluated for consistency with these amended regulations, so the policies may not support the regulations.

Although the current comprehensive land use plan and regulations were designed for consistency with statewide planning goals in effect eighteen years ago, and were acknowledged as such at that time, without a thorough evaluation of the plan and regulations against current statewide planning goals, it is unknown whether they are fully compliant today. The plan should be evaluated and updated, as necessary, in accordance with the following planning goals and administrative rules:

Statewide Planning Goals and Guidelines #1 through #14

- OAR 660-015-0000

LCDC Administrative Rules

- OAR Chapter 660 Division 7, Metropolitan Housing
- OAR Chapter 660 Division 8, Interpretation of Goal 10 Housing
- OAR Chapter 660 Division 9, Economic Development
- OAR Chapter 660 Division 11, Public Facilities Planning
- OAR Chapter 660 Division 12, Transportation Planning
- OAR Chapter 660 Division 13, Airport Planning

FACTOR 3: There are issues of regional or statewide significance, intergovernmental coordination or state agency plans or programs affecting land use which must be addressed in order to bring comprehensive plans and land use regulations into compliance with the goals relating to economic development, needed housing, transportation, public facilities and services and urbanization.

City Response

Since the current comprehensive plan was adopted and acknowledged, the State has implemented an aggressive economic development program to attract new industry and businesses to Oregon. Among the steps the State has taken to promote job growth throughout Oregon is the creation of Economic Revitalization Teams, a state program to certify “shovel ready” industrial sites, and legislation authorizing local enterprise zones to grant property tax breaks to eligible developments. In 2006 the City of Troutdale approved an urban renewal district for a portion of its town center area. In 2008 the City established an Enterprise Zone for its north industrial area to offer tax incentives to new and existing businesses that qualify. All of these tools ought to be evaluated and addressed in the comprehensive plan through a plan update process.

On the housing side, there are many more housing assistance programs available to the city now than at the time the current comprehensive plan was adopted. At both the state and regional level, funding assistance programs are available to assist with construction of housing types that are affordable to a broader range of income levels. Some of these funding programs are only available for mixed-use developments that include both commercial and residential components. The city needs to examine its current housing supply to determine whether a variety of housing types are being provided to its residents at prices they can afford. The city also needs to assess what role it desires to have in making sure that adequate affordable housing is built here.

In terms of urbanization, Metro and the three Metro area counties are working collaboratively to designate urban and rural reserves outside the current Portland Metropolitan Area urban growth boundary (UGB). These designations will determine what land will be eligible to be brought into the UGB over time as additional lands are needed to meet the projected twenty year growth demand. Lands to the south and southeast of Troutdale’s city limits will be evaluated under the urban/rural reserves designation process. The city needs to be involved in this process in order to express its vision and desires for future expansion into these areas. If lands outside the current UGB but adjacent to the city’s urban planning area are designated as urban, the city will need to assess the feasibility of serving this area with city utilities. A comprehensive plan update should address how the lands beyond the current UGB are designated and what this means for the city’s future growth.

The Troutdale airport, operated by the Port of Portland, is an important transportation facility that presents a special need for intergovernmental coordination. Because of the important role airports play and the need to protect them from incompatible land uses, there are specific planning rules that pertain to airports. These rules were adopted since the city's current comprehensive plan and it is unknown whether the city's plan and zoning regulations comply with them.

An issue of both regional and statewide significance that is not addressed in the city's current comprehensive plan is climate change and steps the city can take to help reduce carbon emissions into the atmosphere. Sustainability, or green practices, is not explored in the present plan within the modern context of carbon emissions and their impact on global climate change. Given the importance of these concepts at the national and international level, they need to be examined and discussed to some degree within the city's comprehensive plan. Beyond the five goals required to be addressed through periodic review, the city's comprehensive land use plan should to be updated to address the important topic of climate change and incorporating sustainability at the local level.

FACTOR 4: The existing comprehensive plan and land use regulations are not achieving the statewide planning goals relating to economic development, needed housing, transportation, public facilities and services and urbanization.

City Response

As explained under the prior factors, the city's comprehensive plan is outdated and does not adequately address statewide planning goals pertaining to the five above mentioned topics. Beyond these five particular planning goals, there are other issues that need to be addressed within the scope of period review. Among these are the following:

- Strengthening current historical preservation standards and exploring protection of scenic areas, vistas, and viewpoints.
- Integrating current Goal 6 and 7 standards for water quality and flood management into the comprehensive plan.
- Integrating key aspects of the adopted Transportation System Plan and the Parks Master Plan into the comprehensive plan.
- Determining what type of center Troutdale wants to have and exploring zoning and land use regulation changes that will achieve what is desired.

**CITY OF TROUTDALE
PERIODIC REVIEW WORK PROGRAM
(OCTOBER 28, 2008 Public Hearing Draft)**

TASK 1. Designating Urban and Rural Reserves (GOAL 14 Urbanization)

Issue: Metro regional government is currently working with the three Portland Metro area counties to designate urban and rural reserves. The City needs to be involved in this process in order to express its desire for how lands to the south and southeast of us should be treated. Designation as urban reserves could affect public facilities planning and other periodic review tasks, assuming these lands will eventually be added to the Urban Growth Boundary and annexed into the city.

- Subtasks:
- a. Establish the City's position with respect to future urban development of lands adjacent to the City to our south and southeast based on the factors for designating urban and rural reserves and the City's vision for the future.
 - b. Evaluate the capacity of Troutdale's utility systems and the feasibility of servicing the lands identified in 1.a. and determine financial impacts of servicing these lands.
 - c. Make findings to support the City's position regarding which lands, if any, should be designated urban reserves.
 - d. Provide the findings from 1.c. to Metro and Multnomah County for their consideration in making designations.
 - e. Coordinate with the public facilities planning in Task 4 to include relevant designated urban reserves, if any.

- Products:
- a. A report on the City's ability to service the lands to the south and southeast.
 - b. A report with findings and recommendations on lands for urban reserve designation.

Submittal Date to DLCD: May 31, 2009

TASK 2. Housing Opportunities and Needs (GOAL 10 Housing)

Issues: Urban Growth Boundary (UGB) Expansion

Metro has begun the process for the next round of potential UGB expansions to accommodate 20 years worth of population growth for the period 2009-2029. The next Urban Growth Report, due at the end of 2009, will determine how much additional land, if any, must be brought into the UGB to meet projected demand. As part of the UGB evaluation process, Metro will likely give each local jurisdiction a housing allocation (housing capacity target) which reflects its fair share of the region's future housing demand. The City will need to coordinate with Metro in order to determine what our housing needs are and how much housing we can reasonably accommodate.

Affordable Housing

With the continually escalating cost of housing, more and more people are being priced out of the housing market. The City should undertake an analysis of its housing stock to determine whether it is affordable to a broad range of household income levels.

Metropolitan Housing Rule (OAR 660, Division 7)

State law requires jurisdictions within the Portland Metropolitan Area to designate sufficient buildable land to provide the opportunity for at least 50% of new residential units to be attached single family housing (e.g., rowhouses) or multiple family housing (e.g., apartments). In addition, each city must meet a specific minimum residential density for new housing construction. Troutdale must provide an overall density of eight or more dwelling units per net buildable acre.

- Subtasks:
- a. Complete a buildable lands inventory in accordance with the Metropolitan Housing Rule to determine housing capacity for each zoning district that permits residential uses. Share this information with Metro for their use in the UGB evaluation process.
 - b. Analyze housing data for compliance with the Metropolitan Housing Rule.
 - c. Review the current Comprehensive Plan map, goals and policies related to housing and amend as necessary to reflect desired outcomes and the legal requirements of the Metropolitan Housing Rule.
 - d. Amend zoning map and development code, if necessary, to implement Comp Plan housing policies.

- Products:
- a. Residential Buildable Lands Inventory in compliance with the Metro Housing Rule.
 - b. An analysis of the current Comprehensive Plan policies, zoning map and development code provisions related to housing.
 - c. If necessary, prepare and adopt amendments to the Troutdale Comprehensive Plan, the Plan map, zoning map and/or the Troutdale Development Code.

Submittal Date to DLCD: January 29, 2010

TASK 3. Commercial and Industrial Lands (GOAL 9 Economic Development)

Issues: Columbia-Cascade River District (CCRD)

The majority of the City's buildable employment lands (commercial and industrial zoned land) lie north of I-84 – an area that has come to be called the Columbia-Cascade River District. In 2006 and 2007 the City partnered with the other three East County cities of Gresham, Fairview and Wood Village and with the Port of Portland to prepare an economic development master plan for the River District. An economic opportunities analysis was done for the CCRD as part of that master plan. Although the City Council approved and accepted this plan, it should be incorporated in some form into the City's Comprehensive Plan. A complete analysis of the City's employment lands needs to be conducted in order to determine if there is an adequate supply of commercial and industrial lands citywide to meet anticipated needs.

County Farm Property

The County Farm Property lying on the north side of Halsey Street is zoned light industrial, but there does not appear to be any desire to see it developed with industrial uses. It is commonly understood that the current zoning is a holding zone until a specific development to the City's liking is proposed and then the City will determine the appropriate zoning to accommodate the development. The City should take a comprehensive look at this property to see what type of development it truly desires here and then rezone the property to achieve it.

- Subtasks:
- a. Complete a buildable lands inventory for employment lands by zoning district to determine supply.
 - b. Coordinate with Metro's economic forecasting and trends analysis to determine if there are sufficient sites that are suitable for the type of use most likely to develop in the area.
 - c. Review current Comprehensive Plan policies related to commercial and industrial lands and economic development; amend as necessary to reflect desired outcomes.
 - d. Amend zoning map and development code, if necessary, to implement Comp Plan policies and to achieve desired employment goal outcomes.

- Products:
- a. A commercial and industrial buildable lands inventory.
 - b. An economic opportunities analysis for the area outside the Columbia-Cascade River District.
 - c. An analysis of the current Comprehensive Plan policies related to economic development.
 - d. If necessary for compliance, adopted amendments to the Troutdale zoning map and/or the Troutdale Development Code.

Submittal Date to DLCD: July 30, 2010

TASK 4. Public Facilities Plan (GOAL 11 Public Facilities and Services) and Transportation (GOAL 12)

Issue: The City now has a variety of separate studies and individual plans for its public utilities, such as water, wastewater and stormwater, but not a single, comprehensive public facilities plan that has been prepared according to Goal 11 and its implementing Oregon Administrative Rule (OAR 660-011). Periodic Review requires the City to update information concerning the City's utility systems. The City adopted its current Transportation System Plan (TSP) in August 2005. At that time the TSP met all the requirements of the Transportation Planning Rule (OAR 660-12), but the TSP should be evaluated for compliance with any new TPR requirements since it was adopted.

Subtask 4.1. Water

- a. Provide overview of City's water supply, storage, and distribution system, including current and emerging challenges and concerns.
- b. Identify key findings.

- c. Identify City goal and policies.
- d. Identify recommended action measures.

Subtask 4.2. Wastewater

- a. Provide overview of City's sanitary sewer collection and treatment system, including current and emerging challenges and concerns.
- b. Identify key findings.
- c. Identify City goal and policies.
- d. Identify recommended action measures.

Subtask 4.3. Storm water

- a. Provide overview of City's storm water management system, including current and emerging challenges and concerns.
- b. Identify key findings.
- c. Identify City goal and policies.
- d. Identify recommended action measures.

Subtask 4.4. Public Facilities Plan

- a. Prepare a public facilities plan in accordance with OAR 660-011 that describes the City's water, wastewater, and stormwater facilities which are needed to support the land use designations under the comprehensive land use plan.

Subtask 4.5. Transportation

- a. Evaluate the City's adopted TSP for compliance with OAR 660-011.

Product: An adopted Public Facilities Plan.

Submittal Date to DLCD: September 30, 2010

TASK 5. Goal 5 Resources (GOAL 5 Natural Resources, Scenic and Historic Areas, and Open Spaces)

Issue: Historic Preservation and Protection of Scenic Areas

Many of Troutdale's older structures have historical significance and deserve to be given historical status. Although the City of Troutdale has an inventory of older buildings, structures, and sites of historical significance, only a few of these are officially listed and are afforded any kind of protected status. The City needs to take a fresh look at identifying, listing and protecting its historical properties. Scenic areas, vistas, and viewpoints are also important features of the community landscape. These should also be identified and efforts made for their protection.

- Subtasks:
- a. With assistance from the Troutdale Historical Society and the State Office of Historic Preservation, reassess and update the 1990 list of historical properties within Troutdale.
 - b. Research historical preservation programs and tools that are available to the City.

- c. Evaluate the City's current Community Resource Overlay District standards for their effectiveness in preserving and protecting historical properties.
- d. Identify scenic vistas and viewpoints and evaluate methods for their protection
- e. Amend the development code and/or adopt other methods for preserving historical sites and scenic areas.

- Products:
- a. An updated inventory of historical properties.
 - b. A listing of scenic areas, vistas and viewpoints.
 - c. A report on the effectiveness of the City's current historical preservation program and measures for improving it.
 - d. If necessary, adopted amendments to the Troutdale Development Code or adoption of other tools to strengthen protection and preservation of the City's historical sites and scenic areas.

Submittal Date to DLCD: March 1, 2011

TASK 6. Comprehensive Plan Update

Issue: The Troutdale Comprehensive Plan is nearly 20 years old having last undergone extensive revisions in 1990. The information contained in the plan is outdated. The goals and policies in the plan might not reflect current community values or public sentiment about land use and growth management issues or changes in state land use law. Along with changes to the comprehensive plan that result from other work program tasks, the remainder of the document needs to be updated to guide the City's growth and development consistent with the community's hopes and desires for the future and consistent with current applicable laws.

- Subtasks:
- a. Gather background information about current conditions and future trends and draft new text for each of the comprehensive land use plan goals.
 - b. Assess where the current comprehensive plan has fallen short of expectations and the lessons learned during the time it has been in effect.
 - c. Conduct public involvement meetings to: 1) educate Troutdale citizens about the comprehensive plan; 2) garner public opinion regarding each of the comprehensive plan goals; and, 3) formulate policy statements for each goal.
 - d. Incorporate the various products from other work program tasks with the updated policies to draft a new comprehensive plan.
 - e. Hold hearings on adoption of a new comprehensive land use plan.

- Products:
- a. Revised text for comprehensive land use plan goals.
 - b. An adopted updated comprehensive land use plan.

Submittal Date to DLCD: December 30, 2011