



TROUTDALE

COMPREHENSIVE

LAND USE PLAN

ADOPTED ON FEBRUARY 9, 1971
ORDINANCE NO. 161

AS AMENDED THROUGH DECEMBER 1998

COMMUNITY DEVELOPMENT DEPARTMENT
104 SE KIBLING AVENUE • TROUTDALE OR 97060-2099
(503) 665-5175 • FAX (503) 667-0524

1999

CITY COUNCIL

PAUL THALHOFER, MAYOR

DOUG DAOUST
JIM KIGHT
PAUL RABE

DAVID RIPMA
PAT SMITH
BRUCE THOMPSON

PLANNING COMMISSION

MICHAEL FIRST, CHAIRMAN
ROB KLEVER, VICE-CHAIRMAN

DONNA FISH
FRANK GRANDE
SHIRLEY PRICKETT

JEFFREY ROEHM
LLOYD WOODS

CITIZEN ADVISORY COMMITTEE

LARRY DEACON
LORAIN DOMINE
AL HAYWOOD
JAN HEATON
GEORGE HUBER
KATHY MILLION

DAVID MUNSON
MICHAEL SMITH
LESLIE SYKES
NORMAN THOMAS
SHANNON TURK

TABLE OF CONTENTS

Introduction	1
General Goals and Objectives	3
Goal 1 - Citizen Involvement	5
Goal 2 - Land Use	6
Goal 3 - Agricultural Land	13
Goal 4 - Forest Land.....	13
Goal 5 - Open Spaces, Scenic and Historic Areas, and Natural Resources	14
Goal 6 - Air, Water, and Land Resources Quality	18
Goal 7 - Areas Subject to Natural Disasters and Hazards.....	21
Goal 8 - Recreational Needs.....	23
Goal 9 - Economy	26
Goal 10 - Housing	30
Goal 11 - Public Facilities and Services.....	35
Goal 12 - Transportation	37
Goal 13 - Energy Conservation.....	41
Goal 14 - Urbanization.....	43
Goal 15 - Willamette River Greenway.....	44
Goal 16 - Estuarine Resources	44
Goal 17 - Coastal Shorelands	44
Goal 18 - Beaches and Dunes	44
Goal 19 - Ocean Resources	44
Plan Evaluation and Amendment.....	45

INTRODUCTION

THE CITY

Troutdale, incorporated in 1907, is a small city of approximately 10,000 residents located near the confluence of the Sandy and Columbia Rivers within the easternmost boundary of the Portland Metropolitan area. The principal transportation link between Troutdale and Portland is Interstate 84. The Union Pacific Railroad main line runs through the City just north of Troutdale's city center. The Troutdale area is the Gateway to the Columbia River Gorge Scenic Area and Sandy River Canyon recreational areas. Troutdale's neighbors include Wood Village and Fairview to the west, Gresham to the south, and unincorporated areas of Multnomah County to the north and east.

THE PLAN

Troutdale's Plan was originally acknowledged by the Department of Land Conservation and Development (DLCD) in 1983. The preparation of this Policy document, along with a separate "Inventory" document and implementing ordinances, has been partially funded through an LCDC grant.

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

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

WHAT DOES THE PLAN DO?

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

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

A well-defined planning and development process helps developers, builders, and the public understand the City's position and approach to existing and proposed developments. For example,

developers will have an understanding of what information decision-makers will use to determine the desirability and acceptability of their proposals, as well as an indication of the considerations they must include to make their proposals both desirable and acceptable.

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

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

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 citywide 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 1 - CITIZEN INVOLVEMENT

The City of Troutdale encourages involvement of its citizens in its planning process through service on the Citizen Advisory Committee, the Planning Commission, or by testifying at public hearings. The City makes every effort to inform its citizens about land use actions occurring in their neighborhoods.

CITIZEN INVOLVEMENT PROGRAM

A major component of the City's Citizen Involvement Program is its Citizen Advisory Committee (CAC). The CAC is comprised of Troutdale residents from throughout the city. CAC members not only represent the interests of their particular neighborhood, some members are selected on the basis of their ties to business, environmental resource organizations, or other community service interests. The CAC reviews plan content and implementation measures, and participates in the periodic review process. CAC members monitor neighborhood development to ensure conformance to plan policies and guidelines.

The Troutdale City Council serves as the Committee for Citizen Involvement (CCI) which is responsible for evaluating the performance of the CAC and the City's overall Citizen Involvement Program.

POLICIES

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

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; direct development away from hazardous areas; and 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. Multiple-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, and a 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 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, 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 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 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, stormwater, 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 five 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, multiple-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, 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 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 also be a commercial core area of the City to serve as a central service and retail center. The following areas may be designated commercial 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 (multiple-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 the 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 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 industrial 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 riverbanks, trails, etc. Cluttered development and unsightly signs should be discouraged along highways. Greenways should be encouraged. Floodways should be retained as open space. All construction and development within the flood plain should not restrict the flow of floodwaters. 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 3 - AGRICULTURAL LAND
GOAL 4 - FOREST LAND

There are no identified agricultural or forest lands within the City of Troutdale. These statewide goals are not applicable within corporate limits of the city.

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 Plan, adopted in 1984, designated the Beaver Creek and Sandy River corridors as a public open space/greenway system and identified other sites under public ownership, including the Depot Park, Douglass Cemetery, and Troutdale School. A major bond issue approved by voters in 1979 designated funding to acquire and construct additional parklands.

Three parks are on the Sandy River: Lewis and Clark Park, commemorating their 1805 expedition, and Dabney and Oxbow Parks, further south. They are close to Troutdale and provide access to the river, recreation opportunities, and camping and picnic areas.

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, as well as Beaver Creek and Sandy River Canyons within the City.

COMMUNITY RESOURCES

Located at the confluence of the Columbia and Sandy Rivers, Troutdale has been in a position to observe the panorama of Northwest history. However, the legacy of identified historic structures and sites is meager due, at least in part, to fires that destroyed the downtown twice in the early 1900’s.

Lewis and Clark probably camped on the Sandy River Delta, now Reynolds Aluminum property, according to a study by the Columbia Region Association of Governments (CRAG) which was based on the description in the “Journals” of the 1805 exploration of the Columbia River. The Sandy River was rerouted west by more than one mile, so the likely location of the campsites is on the delta at the old Sandy River channel mouth, near Flag Island.

Broughton Bluff, a prominent point just east of Troutdale across the Sandy River, was named for William Broughton, who led an expedition from the mouth of the Columbia River in 1792. Flag Island, where a British flag was raised, commemorates Broughton’s landing.

Pioneers traveling down the Columbia River by raft once disembarked at the Sandy River. From Troutdale, they continued on to the Willamette Valley by land.

During the 1850’s, farmers began to settle in the area, claiming title to land through the Donation Land Claim Act.

In the 1860's, Captain John Harlow, a pioneer from Maine, later a businessman in Portland, established his second home in Troutdale. Trout-raising ponds on his property eventually gave the community its name. Captain Harlow's son, Fred, constructed a house nearby shortly before 1900. The building is still relatively unchanged today. The City purchased the house in 1979 and sold the building to the Troutdale Historical Society for use as a museum. The Harlow House has been named to the National Register of Historic Places.

The Troutdale Railroad Depot was relocated at Depot Park across from City Hall adjacent to the Sandy River. The building now houses a railroad history museum.

The Troutdale Historical Society has worked with the City to inventory numerous sites with potential significance to the community. Seven sites have been designated "Community Resource" with appropriate programs for their preservation and recognition. These are: The Harlow House, Troutdale Methodist Evangelical Church, the Depot Building, Edgefield Manor (until September 30, 1990), Douglass Cemetery, Mountainview Cemetery, and the Alfred Baker Copper Beech Tree. The City will continue to work with the Troutdale Historical Society to inventory and designate other sites of community and historical interest.

NATURAL RESOURCES

The City recognizes the importance of enhancing the resources it has and is committed to support efforts to maintain system-wide resource integrity, particularly stream corridors. The City's policy is to mitigate detrimental environmental impacts and to limit encroachment on environmentally sensitive areas. The City will strive to conserve significant natural resource areas such as wetlands, riparian areas, water bodies, and other resource sites through the use of land regulations, acquisition, preservation, conservation, and mitigation.

Water

Water and water-related issues, such as water quality, riparian areas used as wildlife habitats, and recreational and aesthetic values, are of great concern to the City of Troutdale. The municipal water supply is drawn from wells in upper aquifers, so there is great concern about any disturbance of the natural environment which could impact the water source. Urban activities that might affect water quality, such as landfills and aggregate extraction, are subject to regulations minimizing adverse impact.

All streams having perennial or intermittent flows within the city are considered sensitive areas. The City supports protecting these areas by retaining riparian vegetation, channel integrity, meanders and stable non-eroding banks, and other measures as ways of preserving water quality, fish and wildlife habitat, and providing a variety of recreational and aesthetic values. The most obvious of these are flood plains and steep slopes associated with the stream corridors of the Sandy River, and Beaver and Arata Creeks.

The Sandy River is important as a spawning stream for salmon and smelt. The City will work with the State of Oregon, Columbia River Gorge Commission, and other agencies to preserve the quality of the Sandy River.

Wetlands

There are several site-specific ecological or scientific areas of significance within the City of Troutdale. A U.S. Fish and Wildlife Map identifying all sites is included as part of the Plan Inventory. The significance of identified sites on this map has not been determined. The City will refer all applicants who propose activities within these wetlands to the Division of State Lands (DSL). The City will complete the ESEE analysis and adopt regulations developing an approved Wetland Conservation Plan in compliance with DSL requirements.

Aggregate

Aggregate has been mined in Troutdale in the past, both on land and from the Sandy River, but there are no active extraction sites at this time. The Columbia River Gorge Scenic Area Management Plan limits the continuation and establishment of aggregate extraction and will severely restrict future mining in the Sandy River.

Inactive extraction sites include the Thompson Villa Quarry and the Obrist Pit. The latter was in operation between 1970 and 1980. The site was an 80' x 400' crater when abandoned as a mining operation and is being filled and rehabilitated to accommodate a 16-acre community park.

Wildlife

Within the Troutdale planning area there are a variety of birds including hawks, owls, songbirds, and herons; small mammals and non-game wildlife species; as well as black-tail deer. Non-game wildlife habitat is found throughout the Troutdale area, particularly in parks and adjacent riparian areas. The primary land use activity that conflicts with non-game wildlife in the urban area is the elimination of open space and associated native plant species. The City has identified the Beaver Creek and Sandy River corridors as open space to be retained in their natural state to enhance and protect important wildlife habitats. Residential, commercial, and industrial developments should not adversely impact open space or native plant species.

Energy

The City has adopted a solar energy ordinance prepared by regional governments to promote retention of access to this resource.

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, and 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. Work with local, state, and federal historic preservation agencies and organizations to identify, preserve, and protect historic buildings and sites.
11. Whenever possible, newly created streets shall be given historically significant names.
12. Mitigate environmental disturbances resulting from aggregate resource extraction.

GOAL 6 - AIR, WATER, AND LAND RESOURCES QUALITY

The quality of life in Troutdale is directly related to the air, water, and land quality in the community. Troutdale is proud of its environment and will work to maintain it.

AIR QUALITY

Air quality in Troutdale is higher than in many parts of Portland. Air quality measurements taken at the GSA Warehouse from 1970 to 1976 were discontinued because of the relatively low measurements.

Ambient air quality is 30 micrograms per cubic meter. Both the federal and state standards for suspended particulates is 60 micrograms per cubic meter maximum, suggesting that Troutdale has a saturation level of only 50% of the maximum allowable level.

The only sources of suspended particulates in the Troutdale area are the Reynolds Aluminum Plant and the Crown Zellerbach paper mill in Camas. The Reynolds Plant has upgraded its waste discharge quality and the prevailing winds tend to put the Troutdale area upwind from both operations.

Troutdale is within the Portland-Vancouver Interstate Air Quality Maintenance Area (AQMA). The State Implementation Plan (S.I.P.) for air quality describes the Portland-Vancouver area as being a non-attainment area for meeting the federal ambient air quality standards for ozone unless additional control measures are taken.

NOISE

Major sources of noise in Troutdale include motor vehicle, rail, and air traffic from both the Portland-Troutdale Airport (PTA) and Portland International Airport (PDX). Noise levels at PTA are below the level requiring a noise abatement program; PDX has developed a noise abatement program.

Noise levels for almost all residential areas appear to be within acceptable levels. Commercial areas are sited to minimize impacts on adjacent residential neighborhoods. Industrial areas are located north of residential areas, so this potential noise source generates few problems.

Local vehicle or other noise nuisances are enforced by the City of Troutdale Police Department.

WATER QUALITY

Water quality standards for the Sandy River Basin are controlled by state law (OAR 340). The City obtains its water from wells and discharges its sewage effluent into the Sandy River. Both of these activities are monitored by the state.

Headwater areas are defined as those sensitive areas in stream drainage systems that fish generally do not inhabit, but where man's activities can cause a direct impact on downstream water quality and fish production. Steep slopes and highly erosive soils typify headwater areas. The City's goal is to

reduce erosion and turbidity by providing stable conditions in areas of steep slopes where there is high erosion potential.

LAND QUALITY

Land quality is influenced by landfills, agricultural wastes, and aggregate and mineral extraction.

The only landfill in the Troutdale planning area is the Obrist gravel pit, now dedicated for public park purposes. Only non-organic material is allowed at this site. When filled (approximately 1993), this site will be developed into Sunrise Park, a 16-acre community park.

The Metropolitan Service District transports solid waste materials from the metropolitan region to Arlington, Oregon. Metro has updated the Solid Waste Management Plan for the Portland Metropolitan area by preparing a waste reduction program which was approved by the Environmental Quality Commission (EQC) in July of 1986. The Plan proposes aggressive recycling, waste-to-energy alternatives, and recycling rate incentives for garbage collectors.

Agricultural waste is a relatively small source of land pollution due to the limited scope of agricultural activities in Troutdale.

POLICIES

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

GOAL 7 - AREAS SUBJECT TO NATURAL DISASTERS AND HAZARDS

The preserved natural landscape areas along stream corridors and dramatic hillsides that contribute to Troutdale's scenic beauty also provide the greatest potential for natural hazards. Troutdale has areas affected by steep slopes, with potential for flooding due to storm run-off and high groundwater, landslides, and high velocity winds. Areas where development is constrained by natural hazards are shown on the Natural Hazards map.

FLOODING

The 100-year flood boundary is based on the Federal Emergency Management Agency (FEMA) flood insurance maps. This boundary is generally accepted as the maximum flood condition for planning purposes and may require revision as areas upstream are urbanized. The City will attempt to obtain and use the latest information available from FEMA and the U.S. Army Corps of Engineers on a continuing basis.

The 100-year flood boundary includes areas unprotected by the dike system along the Columbia and Sandy Rivers, as well as areas along Beaver and Arata Creeks. Surface water runoff and additional stormwater drainage from future development are the primary factors affecting the Beaver and Arata Creek drainage systems.

The City has designated the Beaver Creek and Sandy River Canyons as a public open space/greenway system both to protect the stream corridors and to maintain the City's natural environment.

The City has adopted FEMA's model flood hazard protection ordinance and associated flood insurance rate map (FIRM) identifying flood-prone areas.

SLOPES

The City of Troutdale restricts development on slopes over 15% and prohibits development on slopes exceeding 30% because of the difficulty and expense associated with providing public facilities, and the potential for greatly increased surface runoff, landslides, flooding, and erosion.

HIGH WINDS

Troutdale is subject to strong east winds in winter. The City was granted an exception to exceed the State Structural Specialty Code and requires 33.5 pounds per square foot as a wind loading factor for residential dwellings and 90 miles per hour for commercial and industrial buildings.

OTHER HAZARDS

Troutdale has no known seismic fault or volcanic areas. The area is classified Zone 2 by the State Structural Specialty Code.

POLICIES

1. Ensure that development in highly hazardous areas will be restricted or prohibited. Development may be allowed in areas of potential hazard if appropriate safeguards are taken in the design and construction to protect affected persons and property.
2. Require that development occur in a manner that respects and retains natural vegetation in areas with sensitive features such as streams, creeks, and other bodies of water and steep slopes.
3. Restrict development within flood hazard areas to those uses which can be adequately floodproofed.
4. Require mitigating measures where one or more of the following conditions exist:
 - a. Slopes in excess of 30%.
 - b. Known unstable soils.
 - c. Evidence of old or recent slides.
 - d. Identified slide hazard areas.
 - e. Evidence of soil creep.
 - f. Land lying below any of these listed conditions.

GOAL 8 - RECREATIONAL NEEDS

The City of Troutdale is fortunate to be within a metropolitan area offering a variety of cultural activities. The City's location as the "Gateway to the Columbia River Gorge" provides a unique and beautiful natural environment with almost immediate access to a wide variety of outdoor recreational opportunities.

CULTURAL ACTIVITIES

The Portland metropolitan area offers a wide variety of cultural activities, including a symphony, theaters, museums, a zoo, and other similar facilities. In addition to libraries in Portland, Troutdale is served by a regional library in Gresham. Several institutions promote cultural events that are available to the general public including Mt. Hood Community College just outside the Troutdale City limits.

The Gresham Area Chamber of Commerce hosts an annual jazz festival that attracts talent of international stature. A "Windjam" is held in Troutdale as part of jazz week activities in conjunction with the Mt. Hood Festival of Jazz.

CITY PARKS

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

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

The City has developed a Parks Plan that inventories parklands, provides historical information, and lists proposed improvements. The plan outlines recreational facilities for both active and passive uses. Park acquisition is financed through grants and the budgetary process. The average recommended size of citywide parks is 20 acres. Adult recreational facilities will be developed in addition to facilities for children. Park development has been, and shall be, sensitive to existing natural features.

Neighborhood parks shall be acquired through dedication by subdivision developers or through local improvement districts. Improvements at neighborhood parks will be funded through local improvement districts, grants, contributions from developers, general fund allocations, and other available mechanisms. Interests and needs of each particular neighborhood will be considered in planning and developing these parks. Neighborhood parks should be a minimum of two acres in size and should be developed on the edge of the subdivision to allow for expansion as adjacent development occurs.

Greenways, open spaces, and special use areas will be used to conserve the ecological systems, drainageways, and areas of special natural features. Greenways will be used to link neighborhood, community, and regional parks, schools, and other public facilities, with natural corridors accommodating trails, walkways, and bikeways.

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

The City maintains one community park, six neighborhood parks, and two special use parks. These areas include a .25 acre playground for children; two 2.5 acre parks with tennis courts, walkways, and play areas; a 4.5 acre park with a softball field; the 60+ acre Beaver Creek greenway; and the Helen Althaus Park natural area (ten acres). The City's 9.5 acre Community Park has picnic areas, a playground, and a beach with direct access to the Sandy River. A large community building is available for rent to the general public.

The City has an adequate supply of recreational facilities for the neighborhoods on the eastside. However, several neighborhoods on the western edge of Troutdale do not have adequate neighborhood park facilities. As adjacent land develops, parkland will be acquired and improved to serve this area. Reynolds High School provides an open space with developed sports fields. The City has planned for a large neighborhood park (Columbia) to be developed adjacent to the Reynolds High School campus.

The City has developed maintenance standards for all parks within the system. As additional funding becomes available, and public use mandates, maintenance levels will be increased. Several parks do not have play equipment for younger children. Through grants and the Parks Development Fund established by the City Council, additional recreational facilities at existing parks will be developed.

OTHER RECREATIONAL OPPORTUNITIES

Reynolds School District maintains three public school campuses with playground equipment and sports fields. Mt. Hood Community College, on the southern boundary of Troutdale, provides regional recreational facilities including a track, an Olympic-size swimming pool, gymnasiums, playing fields, and tennis courts. The college curriculum includes courses in leisure-time activities for East County residents.

The Sandy and Columbia Rivers provide water-related recreational opportunities for residents of Troutdale. The Sandy River supports annual salmon, steelhead, and smelt runs. Public access to the river is provided through City, County, and State parks. Multnomah County maintains Oxbow Park on the upper reaches of the Sandy River. State parks, Dabney and Lewis and Clark, offer picnic areas, boat launches, fishing, and natural wooded areas with trails for pedestrians.

The Columbia River is an underutilized recreational resource in the Troutdale area. River access is provided by a private boat launch north of Troutdale off of Sundial Road and a public boat ramp in Fairview. Recreational use of the Columbia River in Troutdale is relatively limited at this time. The City recognizes the potential for development of this area for recreational needs.

Multnomah County operates a regional facility, Blue Lake Park, west of Troutdale off Marine Drive. This park has numerous picnic areas, swimming, boating facilities, and a variety of buildings are available for public use. Multnomah County schedules activities each summer for residents of the Portland metropolitan area at this park.

POLICIES

1. Develop an above average amount of open space with both active and passive recreation areas.
2. Develop a variety of recreational facilities available to all neighborhoods.
3. Ensure that the cost of acquiring, developing, and maintaining parks is equitable to all citizens.
4. Encourage joint use of park and school facilities by locating them adjacent, or close, to each other.
5. Provide programmed preventative maintenance to all neighborhood parks.
6. Ensure that facilities are available to a wide range of user groups, including adults, disabled persons, and senior citizens.
7. Ensure that citywide parks are located adjacent, or close, to major collector or arterial streets and are also accessible to pedestrians and bicyclists.
8. Recognize the importance of the Columbia River as a recreational opportunity for the citizens of Troutdale and work with developers, citizens, and public agencies in developing a regional recreational opportunities facility.

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 state's total employment. Dominant employment industries of the area include construction, manufacturing, transportation, communication and public utilities, wholesale and retail trade, finance/insurance, real estate, service, 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 is 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 \$7,500 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 Avenue 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 (CBD) is intended to be the retail heart of Troutdale. The key concept of the CBD 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 designs that establish 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 such as public restrooms, outdoor furniture, and 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 multiple-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 five 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 nine percent and multiple-family accounts 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 ten percent 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 20 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.
 - a. 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.
 - b. Residential areas shall offer a wide variety of housing types in locations best suited to each type and shall be developed in a way which will not create environmental degradation. Established densities shall be recognized in order to maintain proper relationships between proposed public facilities and services, and population distribution.

- c. 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% of the maximum density per net acre allowed by the zoning district.
2. Attitudes.
 - a. 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.
 - b. Commit to a workable partnership with developers in a spirit of cooperation, and develop adequate housing in a timely and efficient manner.
 - c. 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.
 - a. Take protective measures to ensure that fees and charges are not arbitrary, unnecessary, or inefficient.
 - b. Review fees and charges regularly to determine the impact on housing costs, and to determine if they are as reasonable and efficient as possible.
 - c. 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.
 - d. 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.
 - a. 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.
 - b. Adopt standards for zone changes and subdivision plat reviews which are clear, non-arbitrary, and objective.
 - c. 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.
 - a. Recognize the increasing cost of time delays. Streamline the land development and permit issuance processes to reduce unnecessary delays.

- b. Schedule Planning Commission meetings twice a month, when necessary, if the developer can provide answers within that period, in order to prevent an unnecessary one-month delay.
6. Alternative Housing Types.
- a. Recognize condominium ownership as a legitimate and affordable housing alternative. Condominium developments will be encouraged, provided the density meets the requirements in the Comprehensive Plan.
 - b. Recognize the need for housing for senior citizens and encourage senior center complexes, or other developments that serve primarily senior citizens.
 - c. Recognize and promote single-family attached homes as a legitimate and desirable alternative to single-family detached homes.
 - d. Recognize the use of “zero lot line” siting as a method of increasing the usable outdoor area of a lot.
 - e. Recognize the need for additional multiple-family dwellings in Troutdale and encourage multiple-family developments in areas designated for such in the Comprehensive Plan.
 - f. 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.
 - g. Encourage a mix of multiple-family dwellings and professional offices, or limited commercial, in the higher intensity areas and town center planning area outlined in the Comprehensive Plan.
 - h. Recognize manufactured homes as an affordable alternative housing type.
 - i. Provide for manufactured home park developments under clear and objective standards.
7. Neighborhood Character.
- a. 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.
 - b. Encourage the establishment of neighborhood groups in order to give citizens within a neighborhood more identity with that particular neighborhood.
8. Housing Rehabilitation.

- a. 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.
 - b. 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 11 - PUBLIC FACILITIES AND SERVICES

The City of Troutdale has prepared a Public Facilities Plan (PFP) which contains policy, inventory, and planning sections. This document should be referenced for specific information about the sewer, water, storm sewer, and street systems.

The City provides many public facilities and services which are necessary to accommodate new growth. The location and timing of these services determines when and where development can occur. Troutdale has prepared plans for the essential facilities such as water, sewer, and streets in order to manage growth in an orderly and systematic manner. The City has adopted a Public Facilities Plan which is reviewed and updated annually. The PFP serves as the principal tool to guide the phasing of all public facility improvements.

Since 1976, most neighborhood improvements have been constructed in conjunction with new residential developments. Major capital improvements such as water reservoirs, wells, sewer trunk lines, and sewage treatment plant expansion have been financed generally through the formation of local improvement districts (LIDS) or FmHA loans. The City has also enacted various system development charges (SDC) for sewer, water, and streets that require new development to contribute a fair share for services expended in anticipation of growth. Federal funding such as the Community Development Block Grant (CDBG) Program has provided another source of project funding. The City's recent major public works projects have been largely financed by CDBG funds, matched by local resources.

SEWER AND WATER

Existing and proposed improvements to the City's water system have resulted in adequate capacity to serve anticipated growth. The present wastewater treatment plant capacity has been expanded to 1.6 million gallons per day and present usage is running at approximately 60-70% capacity. The local street network has been vastly improved with the widening of Stark Street and the extension of 257th Avenue. Developers of new developments will be required to construct local streets which will include the installation of storm sewers to help complete the City's system.

POLICE

The City provides 24-hour police services.

FIRE

Fire protection is provided by Gresham Fire Department, under contract.

SCHOOLS

The Reynolds School District and Mt. Hood Community College provide public education in Troutdale.

OTHER SERVICES

The City of Troutdale provides general administration, land use planning and zoning, building plan review and inspections, engineering, record management, and maintenance of City parks, streets, and water and sewer facilities.

Portland General Electric Company (PGE) and Northwest Natural Gas Company provide energy services to local residents. General Telephone Company (GTE) and Paragon Cable provide telecommunication services.

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 and 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 are 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 serve 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.

GOAL 13 - ENERGY CONSERVATION

The City of Troutdale encourages energy conservation and wise use of resources.

CONSERVATION

The City of Troutdale adopted a City Energy Management Policy in 1985 to increase energy conservation in municipal buildings and facilities. City streetlights are gradually being converted to sodium vapor. The Public Works Division keeps gasoline consumption records of its public works fleet to monitor vehicle efficiency.

NON-RENEWABLE ENERGY SOURCES

The Troutdale area has no non-renewable sources of energy, such as natural gas, oil, nuclear, or geothermal. Should any be discovered in the future, additional study will be necessary to determine the degree of hazard associated with resource development close to an urban area.

RENEWABLE ENERGY SOURCES

Renewable energy sources in the Troutdale area include the sun, wind, water, and agricultural and domestic wastes.

Solar

A regional solar study indicates that an average of 314 Langley's per day fall on a square foot of land in this region. This converts to about 478 megawatts per square mile or 3.69 BTU's per square foot. Studies by the Oregon Department of Energy indicate that the roof area of a typical house is sufficient to produce all electrical needs for the house with enough left over to recharge an electric car.

The City participated in the Portland Metropolitan Solar Access project, a solar access protection program funded by Bonneville Power Administration. The project, which began in 1986, involved Troutdale and 21 other jurisdictions in developing solar access ordinances that protect existing and new residential developments. Troutdale adopted solar ordinances in September 1988.

Wind

Wind is another renewable energy source. However, wind generators are economical only when no other source is available. The cost of energy from this source has been found to be higher than energy available from public utilities in this area. At some time in the future, Troutdale may be able to utilize the east wind blowing from the Columbia River Gorge as an energy source.

POLICIES

1. Offer incentives for the use of more energy-efficient techniques through the Development Code.
2. Recognize the increasing importance of solar orientation in the subdivision and design review processes.
3. Promote energy-efficient land use location.
4. Ensure energy-efficient provision of facilities and services.
5. Promote and facilitate the retrofitting of homes and commercial/industrial facilities for energy conservation.
6. Promote the use of alternative energy sources.

GOAL 14 - URBANIZATION

The City of Troutdale's policy is to provide for an orderly and efficient transition from rural to urban land use and to provide urban services ultimately from Strebin Road to the Columbia River.

TRANSITIONS

The City has signed an Urban Planning Area Agreement (UPAA) with Multnomah County. The City has agreed to provide certain services and coordination of planning for areas north and south of Troutdale which are presently outside the City limits but within the Urban Growth Boundary. The agreement has been in effect since 1979.

CITY BOUNDARIES

The City recognizes the existence of the Urban Growth Boundary (UGB), established by the Columbia Region Association of Governments (CRAG) in 1979, and now administered by the Metropolitan Service District (METRO).

The City also recognizes that the UGB does not include lands south of the present City limits where the City has planned for extension of services. The "Strebin Road Study Area - A Comprehensive Plan Supplement" is a report on this area submitted to CRAG in 1979. The Public Facilities Plan also discusses service provision outside the City limits.

To the north of the present City limits, Troutdale intends to eventually annex to the Columbia River within the UPAA and the UGB.

The City recognizes that METRO has established standards and criteria for reviewing requests for amendment to the UGB.

POLICIES

1. Provide for orderly and efficient use of the land.
2. Annex those areas within the City's planning area when services are requested.
3. Coordinate land use actions within the Troutdale planning area with Multnomah County.
4. Encourage economy in residential lot sizes, infill development, and extension of the commercial/industrial tax base.
5. Extend city-provided services outside the corporate limits of the City of Troutdale to contiguous or neighboring territory as the City Council shall, from time to time, determine to serve.

GOAL 15 - WILLAMETTE RIVER GREENWAY
GOAL 16 - ESTUARINE RESOURCES
GOAL 17 - COASTAL SHORELANDS
GOAL 18 - BEACHES AND DUNES
GOAL 19 - OCEAN RESOURCES

There are no resources governed by Goals 15, 16, 17, 18 and 19 within Troutdale.

PLAN EVALUATION AND AMENDMENT

The Troutdale Plan is a year 2000 plan with the basic plan concept and goals expected to remain valid until then. However, it is difficult to accurately project growth, land use need, and changing economic conditions for any period of time. While continuity is one strength of comprehensive planning, the ability to adapt to changing needs and conditions is a necessity. The Plan must achieve a balance between offering flexibility and maintaining a degree of permanence and reliability.

The purpose of this section is to ensure that the Troutdale Plan is responsive to changing conditions and trends, that opportunities for citizen and agency involvement in the planning process are provided, and that there is adequate factual information for all land use decisions and actions.

POLICIES

1. Conduct an annual review to determine what, if any, amendments are necessary.
2. Review an annual report from the Planning Commission in January of each year which should include, at a minimum:
 - a. A general review of the factual base (Inventory).
 - b. An evaluation of the effectiveness of plan policies and implementing measures in meeting community goals and objectives.
 - c. Recommended amendments, if any, to the Plan and/or implementing measures.
3. Involve citizens and affected agencies in all phases of plan review, evaluation, and amendment.
4. Plan amendments may be initiated by:
 - a. City Council or Planning Commission.
 - b. An individual, organization, or the Director of Community Development.
5. Notice of proposed plan amendment proposal will be mailed to the Chair of the Citizen Advisory Committee 30 days in advance of a scheduled public hearing and the Chair shall convene the CAC not later than 14 days prior to the hearing.
6. All Plan amendments shall be considered at public hearings before the Planning Commission and City Council in accordance with state law, City Charter, and appropriate ordinances.
7. Plan amendment hearings shall be conducted under the following procedures:
 - a. The Planning Commission shall conduct a public hearing on the proposed amendment at its earliest practical meeting time after the amendment is proposed.

- b. Prior to the Planning Commission hearing, the Community Development staff shall review the proposed amendment and prepare a report to the Planning Commission.
- c. Within 40 days of the hearing, the Planning Commission shall recommend to the City Council approval or rejection of the proposed amendment. It shall take a majority vote of the Planning Commission in favor of the proposal to recommend to the City Council that the Plan be amended.
- d. The Planning Commission shall consider amendment requests to the Comprehensive Plan at regularly advertised meetings. This may be waived by majority action of the Planning Commission.
- e. After receiving the recommendation of the Planning Commission, the City Council shall hold a public hearing on the proposed amendment.
- f. The City Recorder shall maintain records of all plan amendment hearings and adopted amendments of the Comprehensive Plan.
- g. Consideration of plan amendments should be based on:
 - 1. Meeting the overall intent of the Plan.
 - 2. Citizen review and comment.
 - 3. Input from affected governmental units and other agencies.
 - 4. Short- and long-term impacts of the proposed change.
 - 5. Additional information as required by the Planning Commission or City Council.