



CITY OF TROUTDALE

"Gateway to the Columbia River Gorge"

AGENDA CITIZENS ADVISORY COMMITTEE

**Citizens Advisory Committee
Regular Meeting**

**Wednesday, November 2, 2016
7:00 p.m.**

Troutdale City Hall Council Chambers
219 E. Historic Columbia River Hwy. (lower level, rear entrance)
Troutdale, Oregon 97060

1. Roll Call/Pledge of Allegiance
2. Approval of Minutes – None
3. Public Comment
(Citizen comments are welcome at any time during the meeting.)
4. Discussion Items
 - A. Comprehensive Plan Discussion – Goals 2-5
 - B. Port of Portland TRIP tour/presentation – Update
 - C. Event Permit Work Session – January
5. Department Report
6. Committee Concerns
7. Adjourn

*This meeting location is accessible to persons with disabilities.
A request for an interpreter for the hearing impaired or for other accommodations for
persons with disabilities should be made in writing at least 48 hours
prior to the meeting to Ryan Krueger at 503-674-7261 or
by email to ryan.krueger@troutdaleoregon.gov.*

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

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

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GOAL 4 - FOREST LAND

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

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

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

OPEN SPACES AND SCENIC AREAS

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

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

TROUTDALE’S HISTORY AND HISTORIC RESOURCES

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

The earliest settlers arrived in 1850 and 1851. Some of the earliest Donation Land Claims were filed by John Douglass, David F. Buxton, Benjamin Hall, James M. Stott, and Felix G. Hicklin. Family

records credit David F. Buxton as Troutdale's true founder; he filed a donation land claim in 1853 in the center of the present city of Troutdale. However, it was Captain John Harlow, a former sea captain from Maine and successful Portland businessperson, who conceived a plan for the town. In 1872, he purchased part of Buxton's land to build his country home. Because he raised trout in ponds on his farm, he called his farm "Troutdale." He convinced the railroad to build a depot at the site of his farm and on November 20th in 1882, Troutdale had access to a rail line, an important step in becoming a bonafide town.

After John Harlow's death in 1883, his widow Celestia began platting a town with blocks and streets. Much of the city was built in 1890 and 1891. The first edition of Troutdale's newspaper announced the opening of Aaron Fox's new store, a restaurant, and included ads for a hardware store, surgeon, notary public and blacksmith. The town's major industry was the American Dressed Meat Company, later sold to become Portland's Swift and Company. Other industries that rose were a lumber mill, a hotel and a distillery. The distillery burned in what was reported as a "bright blue flame" in the 1890's.

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

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

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

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

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

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, a detaining/retaining ponds, etc.

GOAL 5 OPEN SPACES, SCENIC AND HISTORIC AREAS & NATURAL RESOURCES continued

5. Conserve and enhance drainageways for the purpose of containing and regulating stormwater runoff and, where appropriate, as natural corridors which allow the passage of wildlife between natural areas throughout the City, as well as providing wildlife habitat characteristics including food, water, cover, breeding, nesting, resting, and wintering areas.
6. Prepare a list of properties desirable for public acquisition to ensure long-term natural resource conservation.
7. Require mitigation, resolution, or other means of maintaining a balance of important natural resource values in areas where adverse impacts cannot be practicably avoided.
8. Conserve significant areas and encourage the creation of new developments which maintain the variety and quantity of fish and wildlife throughout the City in a manner compatible with existing and future urban development.
9. Notify and coordinate development proposals within natural resource areas with other local, state, and federal agencies.
10. Mitigate environmental disturbances resulting from aggregate resource extraction.
11. Work with local, state and federal historic preservation agencies and organizations to identify, preserve, and protect historic resources.
12. Whenever possible, newly created streets shall be given historically significant names.
13. Appoint a Historic Landmarks Commission to actively promote preservation of Troutdale's historic landmarks and resources and to reasonably protect historic landmarks and resources from inappropriate exterior alterations and untimely demolitions.
14. Apply to the State Historic Preservation Office for Certified Local Government (CLG) certification to assist in the implementation of historic resource protection and preservation goals when desired.
15. Maintain and periodically update the inventory of historic resources and update the inventory as owner requests for historic landmark designation are received by the City.
16. Maintain effective historic landmark designation standards and procedures within the Historic Landmark Protection Overlay district that are consistent with state law and National Register of Historic Places evaluation criteria. [Adopted by Ord. 558, ef. 10.27/1990; amended by Ord. No. 808 ef. July 28, 2011]

GOAL 5 OPEN SPACES, SCENIC AND HISTORIC AREAS & NATURAL RESOURCES continued