ORDINANCE NO. 805

AN ORDINANCE AMENDING THE TROUTDALE COMPREHENSIVE LAND USE PLAN, GOAL 10 (HOUSING) IN FULFILLMENT OF TASK 1 OF THE CITY'S PERIODIC REVIEW WORK PROGRAM

THE TROUTDALE CITY COUNCIL FINDS AS FOLLOWS:

1. The City has been in periodic review since the initial notification from the Oregon Department of Land Conservation and Development (DLCD) on May 20, 2008. The City submitted its proposed periodic review work program to DLCD on November 14, 2008. DLCD approved the work program with modifications on April 15, 2010. The approved work program includes tasks related to statewide planning Goal 10, Housing.

2. The City is required to perform these tasks as part of its periodic review work program:
   a. Conduct a residential buildable lands inventory.
   b. Analyze housing data for compliance with the Metropolitan Housing Rule (OAR 660-07).
   c. Review comprehensive plan policies pertaining to housing.
   d. Amend the comprehensive plan and development code as needed.

3. The City hired a consultant to conduct the residential buildable lands inventory and to analyze housing data for compliance with the Metropolitan Housing Rule. The findings of the inventory and of the housing rule analysis provide the foundation for the proposed amendments to Goal 10 of the City's comprehensive land use plan. The Troutdale Citizens Advisory Committee reviewed the consultant's reports on September 1 and November 3, 2010.

4. The Citizens Advisory Committee reviewed and discussed these proposed Goal 10 amendments at its December 1, 2010 and January 5, 2011 meetings. The CAC supported the amendments and referred it to the Planning Commission for approval.

5. Conducted under the auspices of the DLCD approved periodic review work program, the housing inventory and analyses was done according to the procedures and standards of Statewide Land Use Goal 10 Housing, (OAR 660-015-0000(10)) and its implementing administrative rules (OAR Chapter 660, Division 7). One of the primary purposes of periodic review is to ensure that local comprehensive plans and land use regulations comply with the statewide planning goals, rules and statutes. The proposed amendments are the outgrowth of the City's periodic review work and logically and necessarily comply with Statewide Land Use Goal 10 and its administrative rules.

6. Public need is best satisfied by the amendments. The public need that is addressed by these amendments is to keep the comprehensive plan current so that it continues to serve the needs and desires of the community along with ensuring compliance with the statewide planning goals, rules and statutes.

7. Updating the comprehensive plan to provide current information pertaining to the City's housing supply and needs and adopting related policy amendments to guide the City's future residential development will not adversely affect the health, safety and welfare of the community, but rather, it has the opposite effect by reflecting and promoting what citizens of Troutdale value in order to achieve a diversified community with a high quality of life.

8. The Planning Commission conducted a public hearing on these amendments on February 23, 2011 and has recommended that the City Council adopt them.

9. Notice of these proposed legislative amendments to the Comprehensive Land Use Plan has been provided in accordance with applicable law.

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

Section 1. The Troutdale Comprehensive Land Use Plan, Goal 10 Housing, is hereby amended to read as shown in Attachment A.

YEAS: 7
NAYS: 0
ABSTAINED: 0

Mayor Jim Kight

Mayor Jim Kight

April 14, 2011

Date

Debbie Stickney

Debbie Stickney, City Recorder

Adopted: April 12, 2011

ATTACHMENT A
ORDINANCE 805

GOAL 10 - HOUSING

The City of Troutdale is committed to providing the opportunity for residents to obtain decent housing at appropriate densities, costs and locations. The City, through its land use planning process, has provided the opportunity for a diversity of housing types and locations.

The neighborhoods of Troutdale provide a safe, healthy, and aesthetically pleasing environment, highly identified with the quality of life in the City. Where possible, developed subdivisions have provided open space and retained natural areas with a spacious environment that is valued by the community. As additional low density residential land is developed, development standards will preserve the sense of openness and separation from the urban congestion of Portland. Within the City's town center, higher density development that is sensitive to Troutdale's small town feel is intended to create a more urban environment.

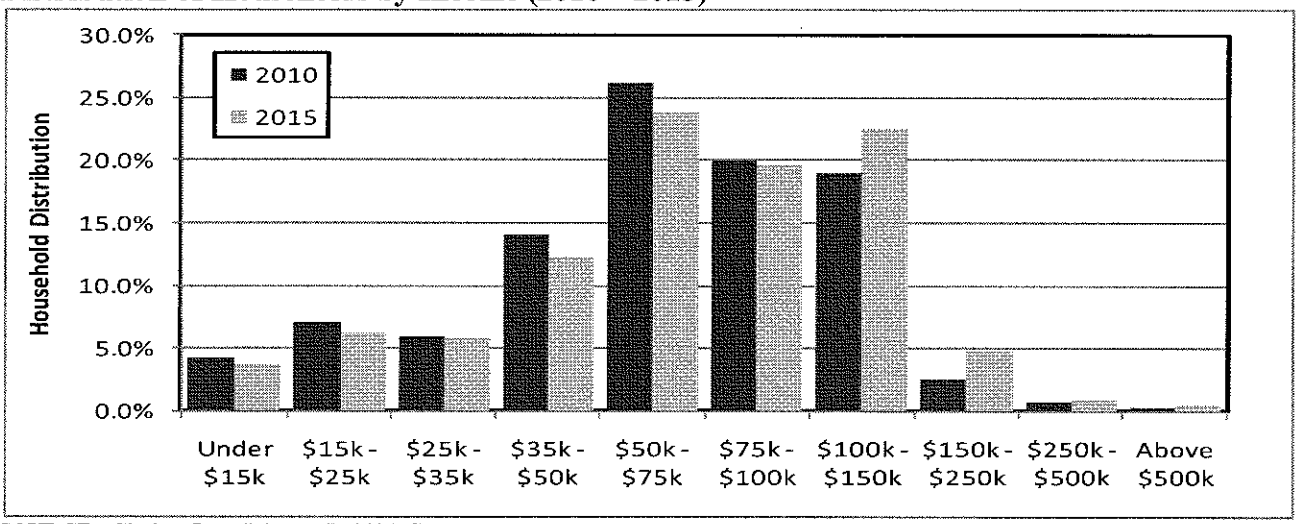
DEMOGRAPHICS

In 2010, there was an estimated population of 15,595 people, living in 5,447 households (excluding group living situations). Average household size is 2.8 persons (compared to 2.5 statewide), pointing to a greater-than-average share of family households.

The Census American Community Survey estimates that the median age in Troutdale is 32.4 years, compared to 35.4 in Multnomah County as a whole. 23.9% of Troutdale's population is comprised of school-aged children, while 5.5% of the population is age 65 or older.

Median income in Troutdale is well above the County median income, at $62,900 compared to $49,000 per year. The bulk of households in the City make between $50,000 and $150,000 per year.

Distribution of Households by Income (2010 – 2015)



SOURCE: Claritas Inc., Johnson Reid LLC

CURRENT HOUSING INVENTORY

The City's existing housing stock (as of 2010) consists primarily of detached, single-family dwellings, making up approximately 75% of the total units. Attached and multi-family housing types (duplex or more units) represent about 18% of the total and manufactured dwellings make up roughly 7%. The estimated total number of housing units in the City exceeds 5,900.

An estimated 74% of units are owner-occupied and 26% renter-occupied. Nearly 80% of units have been built since 1970.

FUTURE HOUSING NEED

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 Metro region. Escalating housing costs within other parts of the region have placed additional demand for housing in Troutdale.

As the local population increases and diversifies, a variety of new housing types will be needed in the area. Housing analysis completed in 2010 projects that over 4,000 new residents might move to Troutdale over a 20-year period. There is a need for 1,761 new housing units by 2030, with a stronger emphasis on new ownership units. This is because analysis of the current supply finds a shortage of ownership units, and a surplus of rental units. Therefore, to rebalance the supply with the projected future need profile, more new ownership units will be needed than rental units, while the current surplus of rental units needs to be absorbed.

Of the new units needed, the largest share (44.5%) is projected to be single family types, due again to the stronger need for new ownership housing. The remainder will be some form of attached housing. The projected preferences for future unit types are based upon historically permitted units from the past ten years, cross referenced with the profile of currently available buildable lands, and how that will shape future inventory.

NEIGHBORHOOD DENSITY

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.

The City's Comprehensive Land Use Plan Map provides a variety of density opportunities. Consistent with state mandated housing rules, 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 being attached or multi-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 duplex and attached single-family dwellings in all residential zones except R-20. Manufactured home parks are permitted in the 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 of 25% or greater, land within the 100-year floodplain and the regulated vegetation corridor of rivers, creeks, ponds and wetlands. Buildable land is suitable, available, and necessary for development over time. It may include platted, partially developed, and undeveloped land.

The City of Troutdale maintains a Buildable Lands Inventory which documents these lands. The inventory is updated annually.

The City establishes the following policies to guide development of its future housing.

1. General.

    a. Residential developments shall be located in close proximity to employment and shopping facilities to allow Troutdale residents easy, convenient access to job sites and shopping needs.

    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.

    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.

    d. Allow development of housing for residents at all income levels in the city.

2. Attitudes.

   a. Recognize that builders and developers are providing a necessary and valuable service and promote mutual cooperation 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. Ensure that fees and charges are not arbitrary, unfair or unnecessary.

   b. Review fees and charges annually to determine if they are as reasonable and as fair as possible.

   c. Fees and charges directly attributable to growth shall be tied to capital improvement projects that are needed to accommodate growth. Services and facilities that benefit the general public should be shared by the general public.

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, nonarbitrary, 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 where possible 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. Maintain an adequate supply of land to provide for housing types within the City's residential land use categories consistent with findings from housing needs analyses.

   b. Recognize condominium ownership as a legitimate and affordable housing alternative.

   c. Recognize the need for housing for senior citizens and other residents in the city with special needs, such as physical or other disabilities. Allow senior center and special needs complexes, or other developments that serve primarily senior citizens and those with special needs.

   d. Recognize single-family attached homes as a legitimate and desirable alternative to single-family detached homes and allow them in areas designated for high and medium density residential development.

   e. Recognize the use of "zero lot line" siting as a method of increasing the usable outdoor area of a detached single-family lot.

   f. Recognize multiple-family dwellings as a legitimate and needed housing type in Troutdale and allow multiple-family developments in areas designated for such in the Comprehensive Plan.

   g. Allow a mix of housing types as part of a Planned Development as an attractive and desirable alternative to providing just a single type of housing in a subdivision.

   h. Allow a mix of multiple-family dwellings and professional offices, or limited commercial, in the high density residential areas and town center planning area outlined in the Comprehensive Plan.

   i. Allow manufactured homes parks as an affordable alternative housing type in areas designated medium density residential.

   j. 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. Allow 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.

b. Identify easy, low-cost incentives the City can offer to homeowners to repair and upgrade poor quality housing stock.

9. Housing Quality. Enforce the codes mandated by the State of Oregon for residential dwellings, recognizing that all codes are minimum codes. 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.