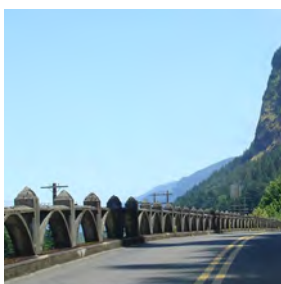




# Comprehensive Plan

DRAFT: March 2016





## TABLE OF CONTENTS

CHAPTER	PAGE
1. Introduction and Citizen Involvement	##
2. Land Use	##
Growth Management and Regional Coordination	
Rural Residential Zones	
Rural Center, Commercial, and Industrial Zones	
Industrial Uses in Rural Centers	
Home Occupations	
Community Identity and Design	
Permitting, Code Enforcement, and Other Procedural Issues	
Grading and Fill	
3. Farm Land	##
Agricultural Zones	
Exclusive Farm Use Zones	
Multiple Agricultural Use Land	
Farm Stands, Wineries, and Agri-tourism	
4. Forest Land	##
Commercial Forest Use (CFU) Zones	
Forest Dwellings	
5. Natural Resources	##
Water Quality and Erosion Control	
River, Streams, and Wetlands	
Fish and Wildlife Habitat	
Scenic Views and Sites	
Tree Protection	
Air Quality, Noise, and Lighting Impacts	
Wilderness Areas	
Mineral and Energy Resources	
6. Historic and Cultural Resources	##
Historic Resources	
Cultural and Archeological Resources	



## TABLE OF CONTENTS

CHAPTER	PAGE
7 Natural Hazards	##
Areas Susceptible to Landslide	
Earthquake Hazards	
Flooding	
Wildfire Risks	
8 Parks and Recreation	##
Parks and Recreation Planning	
Development Requirements	
9 Rural Economy	##
10 Housing	##
11 Public Facilities	##
Water Supply and Wastewater Treatment Systems	
Stormwater Drainage	
Energy Facilities	
Solid Waste Management	
Police, Fire, and Emergency Response Facilities	
Rest Stops	
Alternative Uses of Public School Buildings	
12 Transportation	##



---

## APPENDICES

APPENDIX	PAGE
A Comprehensive Plan and Zoning Map (This will serve as an illustration of and reference to the County's official Comprehensive Plan and Zoning Map. This map is currently being prepared and checked for accuracy and will be included in a subsequent draft of this Plan and available prior to the adoption process.)	##
B Glossary of Terms (This section is currently being refined and will be included in a subsequent draft of this Plan and available prior to the adoption process.)	##
C Sauvie Island/Multnomah Channel Rural Area Plan	##
D Multnomah County Transportation System Plan	##



## **Illustration Disclaimer**

All illustrations set forth herein, maps or otherwise, and the associated information set forth in such illustrations, are for illustrative purposes only for the convenience of the reader and are not to be considered an official citation to, or representation of, the Multnomah County Comprehensive Plan or Zoning Code. Accordingly, Multnomah County makes no representation or warranty concerning the content, accuracy, currency, completeness or quality of the illustrations and associated information set forth herein and expressly disclaims any warranty of merchantability or fitness for any particular purpose.



## ACKNOWLEDGEMENTS

Multnomah County appreciates the conscientious service of the Community Advisory Committee (CAC) and its subcommittees throughout the process.

### Community Advisory Committee

- Martha Berndt, *Sauvie Island, (Transportation and Public Facilities Subcommittee)*
- Aaron Blake, *East of Sandy, (Farm and Forest Subcommittee)*
- Linden Burk, *East of Sandy, (Farm and Forest Subcommittee)*
- Marcy Cottrell Houle, *Sauvie Island & West Hills, (Air, Land, Water, Wildlife and Hazards Subcommittee)*
- Ray Davenport, *East of Sandy*
- Catherine Dishion, *East of Sandy River, (Land Use and Air, Land, Water, Wildlife and Hazards Subcommittees)*
- Sara Grigsby, *East of Sandy, (Transportation and Public Facilities Subcommittee)*
- Jerry Grossnickle, *West Hills/Forest Park N.A., (Transportation and Public Facilities and Air, Land, Water, Wildlife and Hazards Subcommittees)*
- Andrew Holtz, *Portland Resident, (Transportation and Public Facilities Subcommittee)*
- Tim Larson, *Sauvie Island, (Land Use Subcommittee)*
- Karen Nashiwa, *Portland Resident*
- Stephanie Nystrom, *East of Sandy, (Air, Land, Water, Wildlife and Hazards Subcommittee)*
- Will Rasmussen, *West Hills, (Land Use Subcommittee)*
- Paula Sauvageau, *West Hills/Forest Park N.A., (Farm and Forest Subcommittee)*
- George Sowder, *West Hills, (Farm and Forest Subcommittee)*
- Kathy Taggart, *West of Sandy River, (Land Use Subcommittee)*
- John Ingle, *Multnomah County Planning Commissioner (Ex officio member)*
- Chris Foster, *Multnomah County Planning Commissioner (Ex officio member)*





---

## Project Team

This plan was truly a collaborative effort between Multnomah County Land Use and Transportation Planning staff and the consultant team led by Angelo Planning Group (APG).

### *Multnomah County Land Use and Transportation Planning Divisions*

Karen Schilling and Michael Cerbone - *Planning Directors*

Rich Faith - *Land Use Project Manager*

Kevin Cook - *Land Use Planner*

Rithy Khut - *Land Use Planner*

Adam Barber - *Senior Planner*

Joanna Valencia - *Transportation Project Manager*

Jessica Berry - *Transportation Planner*

Kate McQuillan - *Transportation Planner*

### *Consultant Team*

Cathy Corliss, APG - *Principal-in-Charge*

Matt Hastie, APG - *Consultant Team Project Manager*

Clinton "CJ" Doxsee, APG - *Planning and Document Production*

Eryn Kehe, JLA Public Involvement - *Facilitator*

C. Mirth Walker, SWCA - *Natural Resources Planner*

Chip Barnett, GeoEngineers - *Natural Hazards Planner*

Susan Wright, Kittelson & Associates - *Transportation Planner*

Steve White, Oregon Public Health Institute - *Health and Equity Planner*

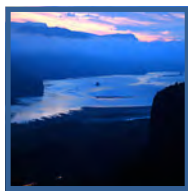
**ADOPTED AMENDMENTS**

<b>EFFECTIVE DATE</b>	<b>ORD #</b>	<b>AMENDMENT TOPIC</b>
7/1/2015	XYZ-123	Created template.
7/1/2015	XYZ-123	Created template.
7/1/2015	XYZ-123	Created template.
7/1/2015	XYZ-123	Created template.
7/1/2015	XYZ-123	Created template.
7/1/2015	XYZ-123	Created template.
7/1/2015	XYZ-123	Created template.
7/1/2015	XYZ-123	Created template.
7/1/2015	XYZ-123	Created template.



## GLOSSARY

This section is currently being refined and will be included in a subsequent draft of this Plan and available prior to the adoption process.



## **CHAPTER 1**

### **INTRODUCTION AND CITIZEN INVOLVEMENT**



# INTRODUCTION

## Purpose and Process

### *Purpose and Values*

**T**his Comprehensive Plan is a policy document that guides future growth and development in unincorporated Multnomah County. The Plan was substantially updated in 2016, reflecting the first major overhaul of the Plan since it was adopted in 1977. The policies and strategies included in this document take into account the broad range of changes that have occurred since the original Plan was adopted nearly 40 years ago. It also incorporates information from the County's previously adopted rural area plans.

All cities and counties over a certain population in Oregon must adopt and maintain their Comprehensive Plans, given that they form the policy and factual basis for local jurisdictions' land use planning programs. Comprehensive Plans must be consistent with state and regional goals, laws, administrative rules, and other requirements and guidelines. The Plan includes a combination of goals, policies, and strategies to implement state and regional requirements and to address local land use related planning issues and priorities. The Plan provides the broad policy and factual basis for Multnomah County's land use planning program and ultimately guides all actions relating to the use of land in the rural portions of the County. In addition to these broad mandates, the Plan serves the following purposes:

- Provides the basis for land use decisions made by County staff, the Planning Commission, and Board of County Commissioners, such as approval of land use permits, Plan and Zone map amendments, adoption of Zoning Code amendments, and other legislative or discretionary decisions
- Serves as an organizational and management tool to help guide decisions by County staff and decision-makers related to use of land
- Identifies "strategies" needed to implement the Plan, recognizing that the ability and time-frame for implementing these strategies will be subject to constraints on funding; changes in federal, state or regional laws; and other limitations



The State of Oregon places great importance on land use planning and has a long tradition of recognizing the benefits of a strong statewide planning framework. Multnomah County has also embraced land use planning as a necessary means to preserve its rural lands predominantly for agricultural and forestry uses, to protect natural resources from environmental degradation, and to foster a high quality of life for rural residents. The County also recognizes the unique position its rural lands occupy – areas with a distinct rural character that sit on the edge of a dense urban metropolitan area. The proximity of urban and rural areas enhances both of them. The city benefits from nearby farms and forests that provide locally grown food, recreational opportunities, as well as clean air, water, and wildlife. Rural areas benefit from nearby urban markets, services, and amenities.

In 1999, the Board of Multnomah County Commissioners formally established their commitment to sound land use planning and its many related fields by adopting value statements. These values were reaffirmed by Board action once again in 2007.

The values previously adopted by the County appropriately lay the foundation to this Comprehensive Plan document. To that purpose, the following values statement have been taken from those adopted in 1999 and reaffirmed in 2007, and have been updated to reflect those things the County cherishes and desires for all who live and work here.

**We value** the preservation and protection of:

- Wildlife and its habitat
- Streams and other natural resources
- Scenic views
- The Columbia River Gorge
- Forest lands, and
- Farm and nursery production

**We value and promote** inclusion, diversity, and equity in and throughout our communities.

**We value** sustainability and resiliency to climate change, with an eye to the future, and believe that maintaining the quality of life in the rural areas of Multnomah County provides a social benefit that serves those both inside and outside of the urban growth boundary.

**We value and promote** the health and safety of our communities.



**We recognize** that we are part of a larger ecosystem and want to make decisions accordingly, working with other jurisdictions and stakeholders with common purpose.

**We value** rural communities and rural character and support an economically viable rural lifestyle.

**We support** the Statewide Planning Goals adopted by the Land Conservation and Development Commission in 1975 and strive to further those goals with locally adopted plans and policies.

**We support** the “recreational values” and “cultural and historic values” embedded in the goals.

**We value** the ability to travel by a variety of modes and a transportation system that provides choices for rural residents, while minimizing adverse impacts on residents and natural resources.

**We value** clear, courteous, respectful, and responsive communication and collaboration with the many communities and its members, and with jurisdictions involved.

**We seek** fairness, equity, and balance in finding creative solutions that build community as well as benefit the public.

**We value** swift, accessible, and understandable processes that are administered in a consistent and predictable manner in compliance with applicable local and state laws.

**We value** history and a sense of place.





## Plan Structure

### *Organization*

This Plan addresses the following topics:

1. Introduction and Citizen Involvement
2. Land Use
3. Farm Land
4. Forest Land
5. Natural Resources
6. Historic and Cultural Resources
7. Natural Hazards
8. Parks and Recreation
9. Rural Economy
10. Housing
11. Public Facilities
12. Transportation

Chapter 12 references the County's Transportation System Plan (TSP), which is a separate document of the Comprehensive Plan.

For each of the other topics addressed, the Plan typically includes information about existing and future conditions and goal and policy statements. Each chapter also includes information about the County as a whole, as well as specific information about the County's planning subareas where applicable.

The chapters include the following:

- Introduction to a given topic
- The County's goal with respect to that topic
- Policies and strategies that apply County-wide (across all subareas)
- Policies and strategies specific to individual subareas

More information about these subareas is included later in this chapter of the Plan.



### *Goals, Policies, and Strategies*

**Goals.** Goals are broad statements of intended outcomes. They provide a foundation and general direction for policies. This Plan includes an overall goal for each chapter of the Plan.

Policies and strategies form the backbone of this Plan. A **policy** is a commitment to a general course of action designed to guide decisions. By adopting a land use policy, the County obliges itself to render decisions consistent with that policy.

A **strategy** is a specific course of action for implementing a particular policy. The County is not obligated to implement an adopted strategy and the ability and time-frame for implementing any given strategy is subject to constraints on funding; changes in federal, state or regional laws; and other limitations.

The Plan includes numerous policies addressing a variety of topics. In general, policies are not prioritized within the Plan and, when more than one policy applies to a specific matter, they should be applied, if possible, in a manner that gives full effect to each policy. In the event that it is not possible to give full effect to each policy that applies to a specific matter, then the County shall determine the policy or policies that take precedence and must explain the basis for this determination.





# THE PLANNING PROCESS AND CITIZEN INVOLVEMENT

## Preparing the Plan

**O**regon Statewide Goal 1 directs local jurisdictions “to develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.” In this context, the word “citizens” is used in its broadest form to refer to anyone living or working in the state or to any community member affected by planning decisions. While the Statewide Goals are not prioritized, citizen involvement is symbolically listed as the first goal of the planning program. Multnomah County conducted an extensive citizen involvement program in preparing and updating its Comprehensive Plan.

The most recent Plan update process included the following activities:

- Community Advisory Committee (CAC) and Subcommittee meetings, including 15 CAC meetings and 19 subcommittee meetings, all of which were open to the public.
- Use of the County’s website and social media to provide information about the planning process, including project updates, event announcements, draft documents.
- Direct mailings to County properties and residents about open house events and key milestones
- Email updates to community groups and individuals (using a voluntary sign-up process and contact information collected at public meetings)

The CAC was selected through a public process. Potential CAC members completed an application process and were ultimately appointed by the County Board of Commissioners. The 16 members of the CAC provided equal representation of the East of Sandy, West of Sandy, SIMC and West Hills areas. The CAC also included two non-voting members from the Multnomah County Planning Commission. CAC members reviewed, discussed and recommended approval of all of the policies and strategies identified in the Comprehensive Plan, including new policies and those retained from earlier editions of the Comprehensive Plan and Rural Area Plans. Members of the CAC also served on four subcommittees where they engaged in more in-depth discussion of policy issues and recommendations. Each subcommittee met at least four times and addressed the following topics:

- Land Use
- Farm, forest, and mineral resources
- Air, land, water, and wildlife resources and natural hazards
- Transportation and public facilities, including elements of the County’s Transportation System Plan



- News releases to local media outlets about upcoming meetings and key milestones
- Community meetings (three rounds) and additional meetings with existing community groups
- Online meetings and surveys
- Opportunities to comment and talk with staff via e-mail, phone or in person

### **Citizen Involvement Program**

Citizen involvement is essential to implementation of the Comprehensive Plan. It helps ensure that planning decisions and processes best reflect community interests and necessities. It also provides for continuous mechanisms to communicate citizens' needs and issues to the County. Finally, it satisfies state legal requirements for citizen involvement that must be incorporated in County notification and other processes. In addition to these general requirements, other specific needs and conditions help to shape a variety of land use actions. Ongoing citizen involvement is likely to improve land use planning outcomes.

Citizen involvement processes also serve a number of other specific objectives, including:

- Inform implementation programs, grant applications, and other land use actions that require review and input from the community and its citizens
- Provide an important avenue for strengthening community identity
- Create a forum to voice concerns about non-land use planning issues that can be forwarded to other County departments and staff
- Provide notification to affected communities and citizens concerning public hearings on land use actions, allowing citizens time to prepare for and participate in these processes
- Create opportunities to bring together citizens who may have different viewpoints, allowing for increased understanding of planning issues and impacts
- Improve citizens' familiarity with planning processes and terminology
- Make more efficient use of staff time by helping ensure that organizations and the public generally are familiar with and in the best position to engage in land use planning
- Help overcome some citizens' reluctance to participate in planning processes



Following is an overall goal and set of guiding principles for citizen involvement. The goal was developed as part of the Comprehensive Plan process while the guiding principles and strategies represent activities used more broadly by multiple departments and processes within the County.

**Goal:** To promote equitable participation by all members of the community in the development and implementation of the Comprehensive Plan by ensuring access to information and transparency of decision-making, and providing multiple and meaningful opportunities to become involved.

In conducting citizen involvement activities, the County adheres to the following principles:

1. Citizen involvement is essential for creating the most effective land use planning processes and outcomes.
2. An informed public is critical to effective participation in land use planning. This requires the County to provide education and understandable information for the public to have a clear understanding of the processes, procedures, and timetables of action concerning land use planning issues, as well as to provide comprehensive information about the matters at issue.
3. Active relationships with geographic communities, neighborhood associations, community groups, and interested citizens promote ongoing dialogue and build their trust in the County.
4. Ongoing education of citizens, community organizations, County officials, and staff concerning community organizing, networking, and cooperation is strongly encouraged to maximize the effectiveness of citizen involvement efforts over time.
5. Multiple citizen input and involvement opportunities and activities will be provided during all phases of land use planning actions. An emphasis will be placed on providing opportunities and activities that generate input and involvement as early as possible to ensure its timeliness.
6. Work to provide meaningful citizen engagement opportunities for under-represented community members, including communities of color, to engage populations that are not traditional participants in land use planning efforts.
7. Land use planning processes, outreach, and involvement activities will respect and encourage participation of all citizens and vested organizations, regardless of background or viewpoints.
8. Design and coordinate outreach and involvement activities to ensure the best use of citizens' time and efforts.



9. Consistently evaluate the effectiveness of outreach and involvement opportunities and utilize this information to improve subsequent opportunities.

The County uses a number of strategies to implement the public involvement goals and principles described above. The County supports and will facilitate a Citizen Involvement Planning Program that is appropriate to the scale of current planning efforts and that offers opportunities for citizens to be involved in all phases of land use planning processes. It will provide:

1. Assistance through the distribution of information on planning
2. Coordination of citizen involvement activities and opportunities
3. Structures for citizen involvement in the development of land use plans and policies
4. Opportunities for citizen involvement in regional, state, and federal programs and the administrative decision-making process

In providing these opportunities, the County will:

1. Provide public education and information on planning programs, issues, and problems to citizens
2. Maintain a three-stage citizen involvement approach to implement land use planning that provides involvement opportunities and activities in all process phases, and which provides:
  - a. Opportunities for addressing countywide concerns on a countywide basis through appropriate methods such as town meetings, forums, questionnaires, surveys, and workshops
  - b. Opportunities for participation in more specific issues to be embodied in community plans through:
    - (1). Citizen-initiated groups, and
    - (2). Specialized citizen task forces
  - c. Ongoing citizen participation in community-level planning, implementation, evaluation, and revision of the Comprehensive Plan, and citizen input on zoning, subdivisions, and capital improvements;
3. Respond to citizen recommendations to assure that citizens receive a response from policy makers which includes the rationale used to reach a decision
4. Periodically evaluate the Citizen Involvement Planning Program



### PLAN IMPLEMENTATION

#### Relationship to Other Plans/Documents

**M**ultnomah County has adopted a variety of plans and initiatives since the Comprehensive Plan (known as the Framework Plan) was initially adopted in 1977. These plans and initiatives cover a variety of topics including transportation, health, sustainability, and emergency preparedness, all of which provide direction for the Comprehensive Plan.

The **Columbia River Gorge National Scenic Area** is an 80-mile long river canyon, combining natural scenic features with a critical transportation corridor for resource dependent communities, farms, and forest uses. The Scenic Area was established in 1986 with adoption of the National Scenic Area Act. The purpose of the National Scenic Area Act is to protect and provide for the enhancement of the scenic, cultural, recreational, and natural resources of the Columbia River Gorge; and to protect and support the economy of the area by encouraging growth to occur in existing urban areas and by allowing future economic development. The Columbia River Gorge National Scenic Area Management Plan (Management Plan) includes policies and regulations that local governments within the Scenic Area must follow and implement. The County adheres to this Plan through application of County Zoning Code provisions specific to the Scenic Area and in compliance with the Management Plan.

Multnomah County's **Transportation System Plan (TSP)** is a separate document that serves as a supplemental element of the Comprehensive Plan. Historically the TSP has been comprised of multiple individual plans with either a focus on various transportation modes, specific geography, or policies and standards. The most recent update of the TSP (2015-2016), which was done in conjunction with the Comprehensive Plan update, combines and updates information from the following individual planning documents into a single, integrated TSP. With the exception of the Sauvie Island/Multnomah Channel document and the Capital Improvements Plan, these documents are superseded and replaced by the new integrated TSP.

- Bicycle Master Plan (1990)
- Pedestrian Master Plan (1996)
- East of Sandy Rural Area Transportation Plan (1997) (Transportation section)
- Westside Rural Area Transportation System Plan (1998)
- Functional Classification of Trafficways: Findings and Recommendations Technical Report (2003)
- Multnomah County Urban Pockets TSP (2005)



- West of Sandy Rural Area Transportation Plan (2005) (Transportation section)
- Transportation Capital Improvement Plan and Program Fiscal Years 2014-2018 (2014)
- Sauvie Island/Multnomah Channel Rural Area Transportation System Plan (2015)

Multnomah County's **Health Equity Initiative** works to address the root causes of socioeconomic and racial injustices that lead to health disparities. Launched in 2007, the Health Equity Initiative is a countywide effort focused on health inequities that also collaborates with local organizations to support policy change and monitor results. Specific policies from that document have been incorporated in applicable sections of this Plan. It also is referenced here as a supporting document to the Comprehensive Plan.

Multnomah County's **Equity and Empowerment Lens** is a quality improvement tool used to improve planning, decision-making, and resource allocation leading to more racially equitable policies and programs. Begun in 2010, the Equity and Empowerment Lens is a set of principles, reflective questions, and processes that focuses at the individual, institutional, and systemic levels by considering what is and isn't working around racial equity and shifting thinking to encompass it. This tool is used by all County staff in day-to-day operations, planning, and communications with citizens and stakeholders.

Multnomah County's **2015 Climate Action Plan** serves as the 40-year roadmap for the institutional and individual change needed to reduce community-wide greenhouse gas emissions 80% by 2050. The County Climate Action Plan is regularly updated. The 2012 Climate Change Preparation Strategy showed the County to have made substantial progress in carrying out actions under the previously adopted plan. Relevant policies from that document have been incorporated into various chapters of this Plan. The Climate Action Plan also is referenced here as a supporting document of the Comprehensive Plan.

Multnomah County's **Hazards Mitigation Plan** is an educational and planning document, which meets federal planning requirements by addressing hazards, vulnerability, and risk. The mitigation plan is a necessary requirement for federal mitigation grant fund eligibility. Relevant policies from that document have been incorporated into various chapters of this Plan. The Hazards Mitigation Plan also is referenced here as a supporting document of the Comprehensive Plan.



## Plan Area Generally

### *Description of Plan Area and Map*

Multnomah County is Oregon's most populous county. There are six cities within the County, including Portland, the State's largest city, Gresham, Fairview, Troutdale, Wood Village, and Maywood Park. The County also contains portions of two other cities: Milwaukie and Lake Oswego.

Multnomah County is one of three counties to be partially under the jurisdiction of Metro, the regional government and Metropolitan Planning Organization, and TriMet, the regional transit agency. Metro is responsible for maintaining an urban growth boundary (UGB) – a land use planning line to control urban expansion onto rural areas such as farms and forest lands.

Urban and Rural Reserves are lands outside of the UGB that guide future urban expansion and protect important rural lands. Urban Reserves are lands suitable for accommodating urban development over the 50 years after their designation. Rural Reserves are lands that are high value farms and forests or have important natural features and are protected from urbanization for 50 years after their designation. This Plan focuses on the rural areas of the County outside the urban growth boundary.

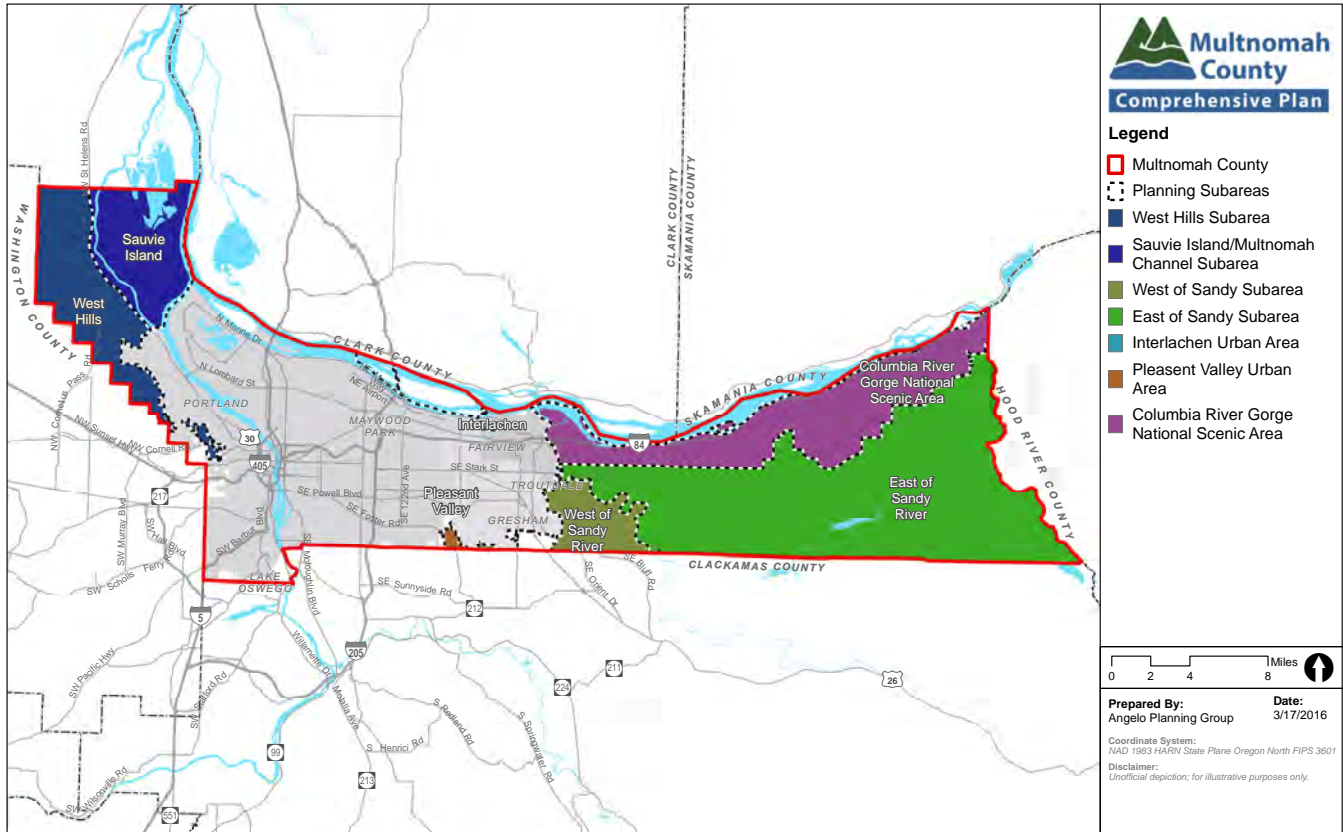


Figure 1- Multnomah County Subareas

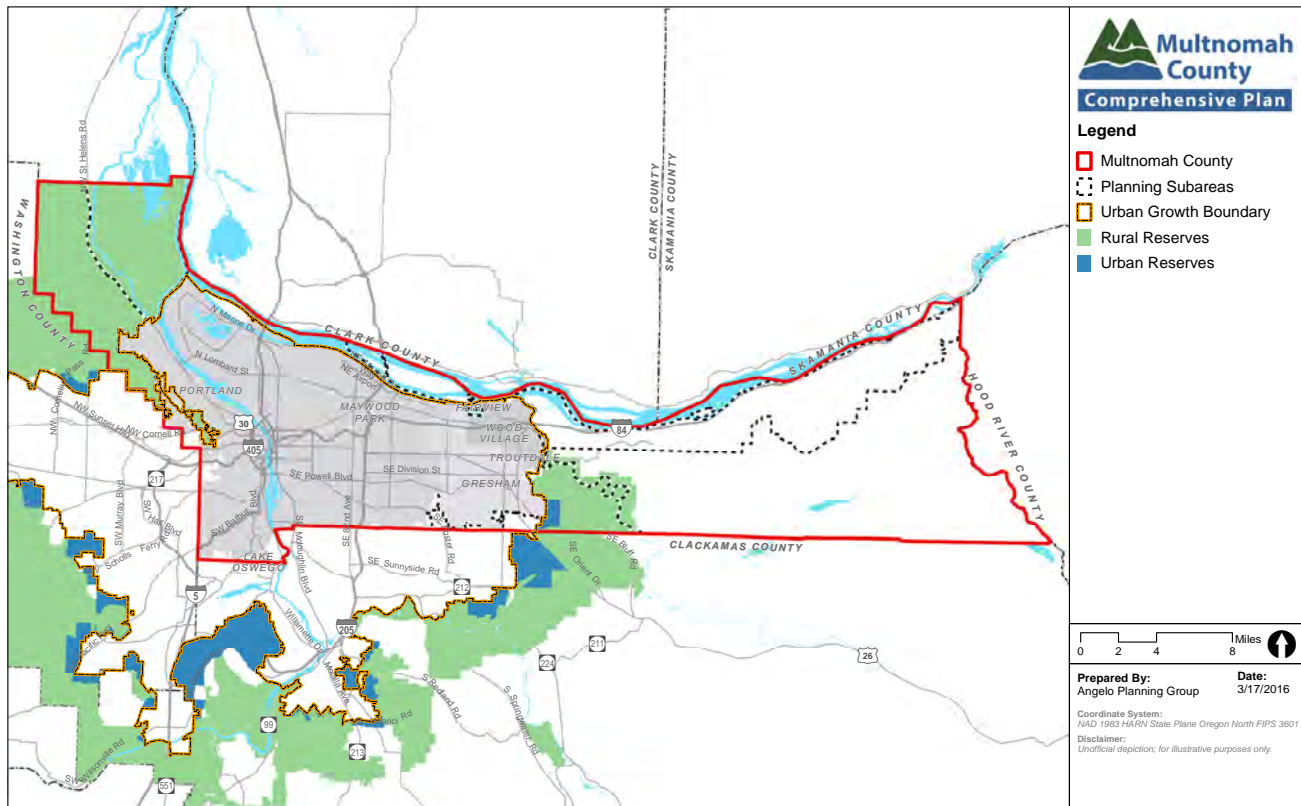


Figure 2- Urban and Rural Reserves

## County-wide Demographic Data

In 2010, Multnomah County's population was 735,334, including incorporated cities. This was a significant increase of 11% from the 2000 population of 660,486. The majority of the population in Multnomah County lives within incorporated urbanized areas such as Portland and Gresham. Multnomah County's rural population consisted of approximately 25,050 people. Population densities in rural unincorporated areas of the County range from 0 to 5 people per acre. The 2014 certified population estimate for Multnomah County is 765,775 (Portland State University).

Overall, Multnomah County has a somewhat higher proportion of African American and Asian residents when compared to the state as a whole. Multnomah County and the state have roughly the same proportion of Hispanic/Latino, American Indian and Alaska Native, and Native Hawaiian and other Pacific Islander residents. However, the County's rural areas have contrasting demographic profiles when compared to the County as a whole and the State of Oregon. In general, the rural areas tend to have significantly less racial/ethnic diversity than other portions of the County or the state as a whole. This information is summarized in Table 1.



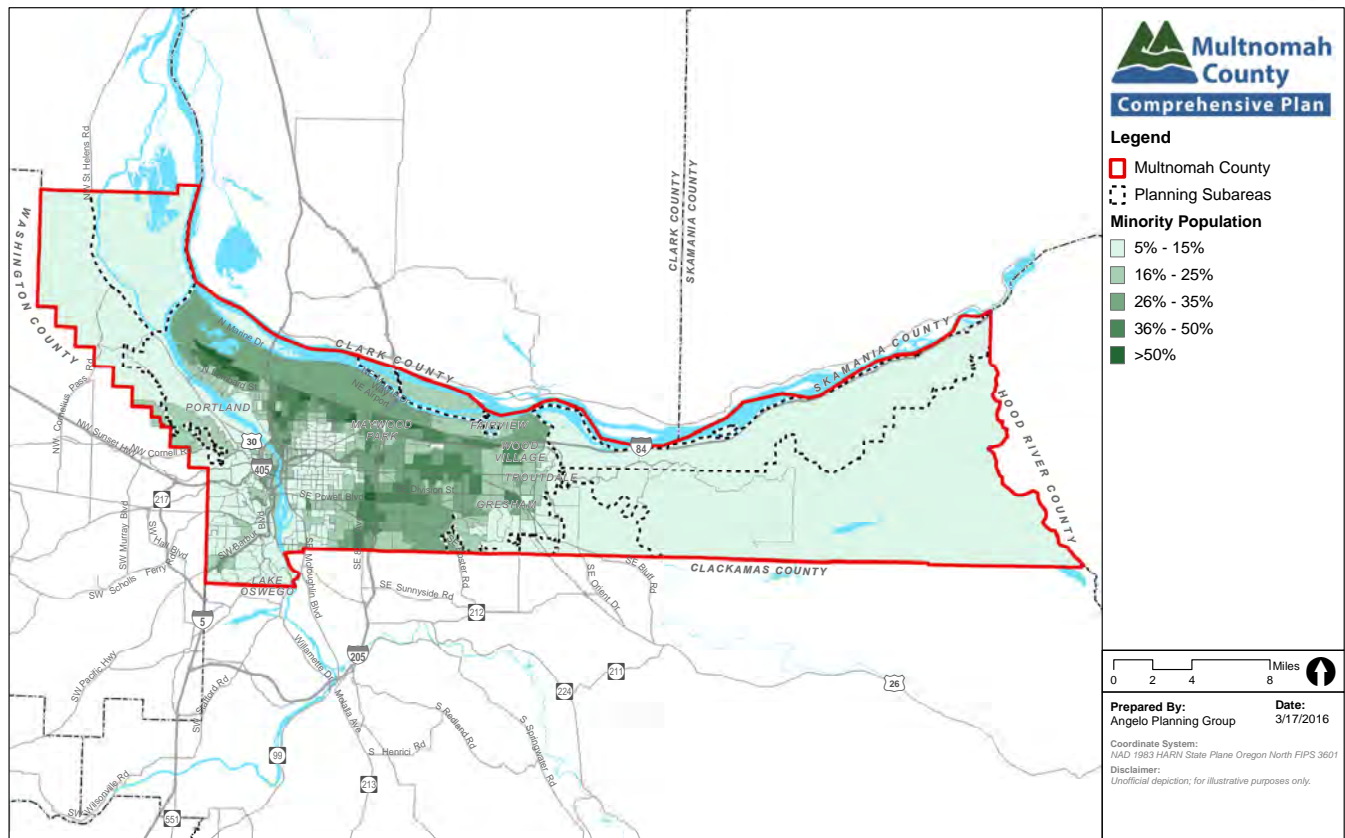
Median household income is generally higher in the rural areas of Multnomah County. Western Multnomah County in the West Hills has a significantly higher median household income compared to the other rural areas and Multnomah County generally. Unemployment in the rural western area of Multnomah County is at, or below, unemployment for the County as a whole. Except for the easternmost census tract in Multnomah County, poverty in the rural areas is well below the County average. The easternmost census tract is likely to be below the County's average poverty level, but it is possible to be higher as well due to margin of error.

*Table 1 – Race and Ethnicity*

	EAST OF SANDY RIVER	WEST OF SANDY RIVER	WEST HILLS	SAUVIE ISLAND	MULTNOMAH COUNTY	STATE OF OREGON
Race						
African American	0.7%	1.0%	1.0%	0.2%	5.4%	1.8%
American Indian or Native Alaskan	0.6%	0.7%	0.8%	1.8%	0.8%	1.4%
Asian	1.3%	3.1%	11.0%	1.0%	6.5%	3.7%
Native Hawaiian or Pacific Islander	0.0%	0.4%	0.1%	0.1%	0.5%	0.3%
Other Race	1.3%	3.5%	0.8%	5.2%	0.2%	5.3%
Two or More Races	3.4%	3.7%	3.8%	2.5%	5.4%	1.8%
White	92.7%	87.6%	82.5%	89.2%	72.1%	83.6%
Ethnicity						
Hispanic or Latino	3.5%	7.8%	3.3%	0.9%	10.9%	11.7%
Non-Hispanic or Latino	96.5%	92.2%	96.7%	90.1%	89.1%	88.3%

In Multnomah County, roughly 53% of households are Family Households, defined by the US Census Bureau as “a group of two or more people related by birth, marriage, or adoption and residing together.” The only rural area that has a similar family household percentage is Sauvie Island, with 56.8%. All other rural areas have higher than a 70% Family Household rate. For comparison, 63.4% of Oregonians live in Family Households.

The State of Oregon and Multnomah County have similar median ages (38.4 and 35.7, respectively). However, the median age in rural areas in the County is significantly higher. Of the County's rural areas, Sauvie Island has the highest proportion of nonfamily households, the lowest average household size, and the highest median age.



**Figure 3- Percent Minority (including non-white, non-Hispanic/Lationo populations)**

Metro provided information about anticipated employee and household growth in Multnomah County's unincorporated areas. Employment is projected to grow at approximately 3.5 percent per year from 2010 to 2040. Households are projected to grow at about 3.2 percent per year from 2010 to 2040. However, these projections include both the urban and rural areas of unincorporated Multnomah County. Projected growth in urban unincorporated pockets is projected to be higher than in the rural unincorporated areas of Multnomah County.



### **Subareas, Including Rural Planning Areas and Urban Pockets**

Multnomah County's rural area includes several subareas with unique environmental, land use, and transportation characteristics and issues. Over the last 20+ years, the County has addressed these circumstances by implementing land use and related planning efforts through adoption and use of individual Rural Area Plans and corresponding Zoning Code chapters. These rural subareas (and plan adoption dates) include the West Hills (1994), the East of Sandy River (1995), the West of Sandy River (2002), and Sauvie Island/Multnomah Channel (2015). These plans include a summary of background information, planning issues, policies, and strategies specific to each area.

Except for the Sauvie Island/Multnomah Channel Rural Area Plan that was adopted in 2015 after an extensive community process, this County Comprehensive Plan supersedes and replaces the past Rural Area Plans by integrating and updating information from them into this single, all-encompassing Plan. This Comprehensive Plan also incorporates policies and strategies from those plans where still applicable. Many of those policies and strategies are appropriate to apply to the entire County, while others are unique to specific subareas. This Plan also includes narrative information describing unique conditions or circumstances in each of the subareas. Policies from the 2015 Sauvie Island/Multnomah Channel Rural Area Plan have been fully integrated into this Plan and that rural area plan has been retained in its entirety as an appendix to this Plan.

The unincorporated portion of the County also includes land within the Columbia River Gorge National Scenic Area, Bonneville, Pleasant Valley, Springwater, Interlachen, and several major islands within the Columbia River, as well as small pockets of unincorporated land within the urban planning area boundaries of the cities of Troutdale, Gresham, and Portland. This Comprehensive Plan does not pertain to the Columbia River Gorge National Scenic Area because the Scenic Area is not subject to the goals and administrative rules of Oregon's statewide land use planning program. Instead, land use activities in the Gorge are governed by the Scenic Area Act and its Management Plan.

Although Bonneville is surrounded by the Columbia River Gorge National Scenic Area, it does not have Scenic Area zoning but instead has retained the County's rural zoning classifications. Similarly, Government Island and McGuire Island lie outside the urban growth boundary of the Portland Metropolitan Area and are not part of any rural planning area, but their rural zoning classifications fall under the County's zoning code. This Comprehensive Plan generally applies to Bonneville, Government Island, and McGuire Island



because of their rural zoning classifications and their location outside of the UGB.

Pleasant Valley, Springwater, and Interlachen lie within the urban growth boundary. Properties in these areas carry zoning classifications from the County's zoning code. This Comprehensive Plan generally applies to each of these areas because some plan policies will be implemented through zoning code amendments affecting these urban and urbanizing lands. Also, the zoning code chapter that governs these three areas is intended to be combined with the County's rural area chapters into one zoning code applicable to all unincorporated land not covered by the Columbia River Gorge National Scenic Area Management Plan or by an intergovernmental agreement with one of the cities.

Land use jurisdiction for pockets of unincorporated lands within the Troutdale, Gresham, and Portland urban planning areas, including West Hayden Island, has been transferred to those cities through intergovernmental agreements between them and the County. This Comprehensive Plan does not apply to these lands because they are subject to City comprehensive plans and zoning, or in the case of West Hayden Island, its county zoning is administered by the City of Portland. County zoned properties along Gresham's western city limits are administered by the City of Gresham.

A summary of the rural planning subareas and unincorporated pockets follows.

### UNINCORPORATED AREAS SUBJECT TO THIS COMPREHENSIVE PLAN

Bonneville

Pleasant Valley

Springwater

Government Island and McGuire Island

Interlachen

East of Sandy River Planning Subarea

Sauvie Island/Multnomah Channel Planning Subarea

West Hills Planning Subarea

West of Sandy River Planning Subarea



## UNINCORPORATED AREAS NOT SUBJECT TO THIS COMPREHENSIVE PLAN

UNCINCORPORATED AREAS	APPLICABLE POLICY DOCUMENT
Columbia River Gorge National Scenic Area	Columbia River Gorge National Scenic Area Management Plan
Gresham Urban Pockets	<ol style="list-style-type: none"> <li>1. Intergovernmental Agreement transfers planning authority to City of Gresham</li> <li>2. City of Gresham Comprehensive Plan</li> </ol>
Portland Urban Pockets (Includes Dunthorpe, developed lands west of Portland, and West Hayden Island)	<ol style="list-style-type: none"> <li>1. Intergovernmental Agreement transfers planning authority to City of Portland</li> <li>2. City of Portland Comprehensive Plan</li> </ol>
Troutdale Urban Pockets	<ol style="list-style-type: none"> <li>1. Intergovernmental Agreement transfers planning authority to City of Troutdale</li> <li>2. City of Troutdale Comprehensive Plan</li> </ol>

### *East of Sandy River*

The East of Sandy River subarea is generally characterized by forest and commercial timberlands over the vast majority of its area, much of which is within the Mt. Hood National Forest. The western-most portion of this subarea contains the vast majority of non-forest uses, mainly consisting of agricultural, rural residential, and rural service development.

As part of the previous rural area planning effort for the East of Sandy area, the community developed and adopted the following vision statement for this area and reaffirms its validity as part of this County Comprehensive Plan.

This vision statement is created to ensure that with vigilance and foresight, the unique rural character of our area shall be maintained and enjoyed by present and future generations.



## East of Sandy River Vision

*We the citizens of rural Multnomah County, east of the Sandy River, set forth this vision for our unique community over the next forty years. It is our intent that the rural area plan, developed in cooperation with Multnomah County, shall serve as a framework to realize this vision. We expect our county government, through use of all planning tools and policies available, to serve as our advocate regarding all concepts and policies herein.*

*For our environment, we envision:*

- *The people of our community living in close proximity to nature, conserving and caring for our precious natural resources.*
- *Healthy and unpolluted air, soils and streams.*
- *Diverse and robust native plants and wildlife.*
- *A night sky free from increased light pollution and a community free from increased noise pollution*

*For our community, we envision:*

- *Maintaining and enhancing our quality of life through neighborly communication, education, cooperation, and community facilities.*
- *Expanding our commitment to land stewardship through the use of sustainable forestry and farming practice.*

- *Working with all available resources to promote and encourage forest and farm economic development projects and to create conservation land trusts.*
- *Working with all available resources to purchase land for public benefit*
- *Setting an example of how our diverse community, young and old, can work together in creating viable and productive forests and farms on both small and large acreages.*
- *Creating education and work programs which provide forest and farm experiences for people from other communities as well as our own.*

*For our future, we envision:*

- *The residential density east of the Sandy River stabilized at levels allowed by current zoning.*
- *The Urban Growth Boundary maintained west of the Sandy River.*



### *West of Sandy River*

The West of Sandy River subarea is bounded on the east and north by the Sandy River, on the south by Clackamas County, and on the west by the city limits of Gresham and Troutdale. The area is open to urban influence to a greater degree than other planning subareas due to its proximity to urban development and a lack of physical barriers common to the other subareas, such as the steeper topography of West Hills, and the more limited access to Sauvie Island and the East of Sandy River area.

As part of the previous rural area planning effort for the West of Sandy area, the community developed and adopted the following vision statement and reaffirms its validity as part of this County Comprehensive Plan.

### **West of Sandy River Vision**

*As residents and landowners in the area between the cities of Gresham and Troutdale and the Sandy River, our vision is that we will continue to enjoy our rural lifestyle. We value all of the features that make this a rural place, including the quiet open spaces, vistas of productive farm and forest lands and of Mt. Hood, country roads, healthy air, soils and streams, and a night sky where we can clearly see the stars.*

*We envision that the Orient and Pleasant Home rural centers will continue to prosper within defined areas in order to provide for the needs of residents and visitors. We want our roads to continue to serve as the transportation network for the area, while remaining usable for people enjoying the country and accessing the Sandy River, with opportunities for exercise by walking, running, bicycling and horseback riding.*

*In order to maintain this vision, we recognize that the planned density of residential development must not increase, that the agricultural economy of the area must remain strong, and that development of new non-agricultural businesses should serve the needs of the area. The plan is intended to help us in our stewardship of the environment, our lifestyle, and our community over the next 20 years.*



### *Sauvie Island/Multnomah Channel*

The northern half of Sauvie Island lies within Columbia County and is outside the jurisdiction of this Comprehensive Plan. The southern half of Sauvie Island and Multnomah Channel is located within Multnomah County and is dominated by agricultural uses and a wildlife preserve. Various water-related uses exist on and along Multnomah Channel, ranging from protected wetlands to marinas and floating home moorages. Sauvie Island and the Multnomah Channel are unique in that the area is a mix of agricultural uses, recreational uses, and natural protected areas, all within close proximity to the City of Portland to the south.

As part of the previous rural area planning effort for the Sauvie Island/Multnomah Channel area in 2014-2015, the community developed and adopted the following vision statement and definition of rural character.

### **Sauvie Island/Multnomah Channel Vision**

*The vision for the Sauvie Island & the Multnomah Channel planning area is to retain its cherished rural character and agricultural productivity, to enhance resource protections, and to reduce and manage cumulative impacts of recreation, visitation, and commercial activities in order to preserve the distinctive character of the island and channel for future generations.*

*Those who live on, work on, and visit Sauvie Island, value the Island's productive farm land, which provides fresh food for both locals and the region. Many who live here have a deep sense of place and are passionate about protecting and preserving a beloved way of life characterized by the predominance of nature, wildlife and water.*

*The Multnomah Channel is historically significant concerning the early settlement of the area. The marina community is dedicated to preserving and enhancing the channel environment and wildlife habitat on which they live. They desire to see continuation of floating home moorages as a part of the mix of uses on the channel.*

*The community strives to coordinate with state and local agencies to implement projects that protect and enhance the natural and cultural features of the area. Community health and safety continue to be a high priority for many residents, particularly the public road system and along the rail line adjacent to the Channel. By providing safe, accessible roads and facilities, the variety of multi-modal users may be accommodated.*

*Sauvie Island and the Multnomah Channel, as one rural area, both deeply value their commitment to the land and water that surrounds them. The community recognizes and respects the rich cultural history of both the native inhabitants and settlers who followed. It is this history, along with current commitments and values, which has helped create such a strong sense of place and devotion to preserving its uniqueness.*



### *Rural Character of Sauvie Island/Multnomah Channel*

What is the cherished rural and distinctive character of the island and channel that is to be preserved for future generations? The SIMC Scoping Report states “Many of the issues identified during the scoping process were directed at keeping the island and channel as a rural area, with a focus on farming, connections to wildlife and nature, and an overarching concern about the future development of the area. Almost every response submitted indicated that the rural character of the area is threatened. Sauvie Island consists primarily of a state wildlife area that occupies most of the northern 2/3rds of the island and agricultural lands in large blocks that occupy most of the southern third of the island. Acreage home sites, many in farm use or habitat restoration, are concentrated in several areas along or near Gillihan Road, Sauvie Island Road and Lucy Reeder Road, and there are several moorages and marinas located up and down the channel. The impression one gets upon visiting the island is of a sparsely occupied area dedicated to agricultural production, wildlife habitat and open space, where people use the land to produce food and share the land with wildlife.

The rural and distinctive character of the SIMC area to be preserved, its “sense of place”, includes the following:

- **Natural beauty:** The openness and greenery of the area, together with expansive views of four Cascade peaks and two rivers, give the island a rare and special beauty in the Portland metropolitan area.
- **Sparse population and low-intensity uses:** The land is intended for growing food, raising livestock and preserving wildlife and habitat.
- **Low environmental impacts:** Low-density vehicular traffic, thriving diverse wildlife and plant life, quietude, good air quality, good water quality and availability, and residents committed to protecting and enhancing the environment contribute significantly to low impacts.
- **Diverse landscapes, life forms and uses in a single bounded area:** Rich productive farm land, rivers and lakes, fields and forests, wildlife, marine life, plant life, all coexist with a small human population in the SIMC area.
- **High-value farmland:** All of the agricultural land on Sauvie Island is foundation farmland, which is considered by the State of Oregon to be the most highly valued agricultural land in the State. For this reason, Multnomah County and the State of Oregon have designated Sauvie Island as a Rural Reserve.



- **Island/Channel community services:** There are no sewers or public water facilities. Ground water via wells supply all water needs. Sheriff's patrol and the small volunteer RFPD provide police, fire and emergency services.
- **Family-owned farms:** Some farms have been in the same families for generations.
- **Wildlife and habitat reserves:** 11,564 of 26,000 acres of the island area is owned by the Oregon Department of Fish and Wildlife (ODFW) and reserved for wildlife and habitat.
- **Finite geographical features:** Unlike other rural areas, access and egress and the area itself, are defined by the water on all sides, a single bridge, and minimal road connectivity.
- **Undeveloped natural features:** There are few paved surfaces other than main roads, minimal signage, an absence of commercial enterprises & buildings other than farms and a few cottage industries, and a notable absence of suburban-like developments and subdivisions.
- **Access to community services:** Unlike many rural areas, services are easily accessible within 10-15 miles to the north, south and west, in urban areas, including grocery stores, hospitals, and an entire full-service Portland metropolitan area.
- **Sense of place:** The community and visitors to the island and channel value and are inspired by open farmland, open waterways and vistas, nature, wildlife, habitat and the serene and quiet quality of rural life. Community members are committed to retaining and improving the environmental quality of land, water and sky for future generations and all life forms.
- **True rural community:** An outstanding example of a supportive rural community, where we are all each other's neighbors, regardless of distance. While interests are diverse, they enjoy each other's company and are there to help one another in times of need.



### *West Hills*

The West Hills subarea is generally located between Sauvie Island and Forest Park to the east, Washington County to the west, Columbia County to the north, and City of Portland to the south. The area's predominant use is forest and commercial timberland generally located to the north, away from urbanized areas. Exclusive farm uses and rural residential uses are also common in the area, and are located in the southern area, closer to urbanizing areas in the City of Portland and unincorporated Washington County.

As part of the 2016 County Comprehensive Plan update process, West Hills community members created the following vision statement and definition of rural character for the West Hills.

### **West Hills Vision**

*The vision for the West Hills planning area is to retain its cherished rural character, natural features, scenic views, forestry and agricultural productivity, to enhance resource protections, and to reduce and manage cumulative impacts of traffic, recreation, and development in order to preserve the distinctive character of the West Hills for future generations.*

### *Rural Character of the West Hills*

What is the cherished rural and distinctive character of the West Hills that is to be preserved for future generations?

The West Hills are part of the Tualatin Mountains, bordered on the east by US Highway 30 and Multnomah Channel, to the north by Columbia County, to the west by Washington County and the Tualatin Valley, and to the south by the city of Portland and Forest Park. The hills are mostly forested with native trees and laced with numerous healthy headwater streams, with some agricultural land along the southwestern edges near Washington County. Views of our steep, densely forested hills from Portland, Sauvie Island, and the Tualatin Valley provide a strong sense of place in the western part of the Portland metropolitan region. The impression one gets when visiting these hills is of a sparsely occupied area with extensive wildlife habitat and open space, where people use the land to produce trees and food, and share the land with wildlife.

The rural and distinctive character of the West Hills to be preserved, its “sense of place”, includes the following:

- **Natural beauty:** The extensive forests, open space and greenery of the area, with occasional views of four Cascade peaks, the Coast Range, the Tualatin Valley, and the Columbia and Willamette Rivers, give the hills a rare and special beauty.



- **Sparse population and low-intensity uses:** The land is intended for growing trees and food, raising livestock and preserving wildlife and habitat.
- **Low environmental impacts:** Thriving diverse wildlife and plant life, quietude, good air quality, healthy headwater streams, good water quality and availability, and residents committed to protecting and enhancing the environment contribute significantly to the area's low impact on the environment. Our forests provide many valuable ecosystem services, cleaning our air, filtering and buffering storm water, and absorbing carbon.
- **Diverse landscapes, life forms and uses:** Rich productive farm fields and forests, wildlife, plant life, all coexist with a small human population.
- **Family-owned farms:** Some farms have been in the same families for generations.
- **High-value forestry lands and natural features:** All of the West Hills was designated by the county as Rural Reserves for Natural Landscape Features because of the extensive high value wildlife habitat, headwater streams, and scenic views that provide sense of place for the region. This area provides critical habitat connections between Forest Park and the Coast Range, Sauvie Island/Multnomah Channel, and the Tualatin Valley. Most of the West Hills was also highly suitable as Rural Reserves for Forestry.
- **Wildlife and habitat:** The West Hills are a long, narrow extension of the Coast Range ecoregion that reaches into the Willamette Valley ecoregion. The West Hills connect wildlife in Forest Park to the Coast Range, Tualatin Basin, Multnomah Channel, Sauvie Island, and the Columbia River and Willamette Rivers. This confluence of three different habitat types (valley, river/wetlands, and mountains) provides particularly rich but fragile (due to its long narrow shape and nearby urbanization) wildlife connections of statewide importance, identified by the State of Oregon's Department of Fish and Wildlife as a Conservation Opportunity Area. Large areas of contiguous forest canopy provide an increasingly rare and valuable habitat for neo-tropical migrant birds and other habitat specialists. Pockets of rare native oak woodland and savannah are also valued.
- **Public lands:** Metro owns over 1,000 acres near the northern end of Forest Park to ensure wildlife connectivity. These Metro properties are part of a large and extensive network of protected natural areas in the West Hills that extend into the city of Portland's jurisdiction, including Forest Park Conservancy's Ancient Forest Preserve, over 5000 acres in Portland's Forest Park and the Audubon Society of Portland's 150-acre Nature Sanctuary, Washington Park, and the Hoyt Arboretum. The Bureau of Land Management owns land north of Cornelius Pass Road used for forestry



and recreation. Nearby Burlington Bottoms is part of this network of public land, providing high value breeding ponds for amphibians that migrate to and from our upland forests.

- **Finite geographical features:** Our steep hills, many streams, landslide hazards, and the presence of Forest Park work together to limit our rural road system. Access is limited to a relatively small number of rural roads despite our proximity to developed urban areas in Portland and Washington County.
- **Rural landscape:** The area is peaceful, and natural sounds generally dominate the few man-made noises. There are few paved surfaces other than main roads, minimal signage, homes that fit into the landscape, an absence of commercial enterprises & buildings, and a notable absence of suburban-like developments and subdivisions once you leave Portland and urban areas in Washington County.
- **Community services:** Skyline Grange, Skyline Elementary School, Skyline Ridge Neighbors, and Forest Park Neighborhood Association provide community and communication for area residents. West Multnomah Soil and Water Conservation District provides assistance to property owners interested in sustainable farming and forestry, fights invasive plants, and restores native habitat. There are no sewers and limited public water facilities in the area. Ground water via wells supply most water needs.
- **Sense of place:** The community and visitors are inspired by extensive closed-canopy forests that connect to Forest Park, views of mountains, rivers, and valleys, nature, wildlife, habitat and the serene and quiet quality of rural life. Residents are committed to retaining and improving the environmental quality of land, water and sky for future generations of humans and wildlife.
- **True rural community:** The West Hills are an outstanding example of a supportive rural community. Residents are all each other's neighbors, regardless of distance. While interests are diverse, they enjoy each other's company and help one another in times of need.



### *Columbia Gorge National Scenic Area - Relationship to the Comprehensive Plan*

The Columbia River Gorge National Scenic Area covers 80 miles along the Columbia River, including portions of Multnomah, Hood River, and Wasco Counties in Oregon; Clark, Klickitat, and Skamania Counties in Washington; and the Mt. Hood and Gifford Pinchot National Forests. The purpose of the National Scenic Area is to protect and provide for the enhancement of the scenic, cultural, recreational, and natural resources of the Columbia River Gorge, and to protect and support the surrounding economy by encouraging growth in existing urban areas. Planning and development in this area is governed by the Management Plan, the Rural Area Plan Policy Document and a chapter of the County's Zoning Code that applies specifically to that area. The Rural Area Plan Policy Document serves as the Comprehensive Plan element for that area.

### *Unincorporated Pockets Under County Land Use Jurisdiction - Pleasant Valley, Springwater, Government Island, McGuire Island, Interlachen, Bonneville*

With the exception of Bonneville at the western boundary of the County, unincorporated pockets are typically areas of Multnomah County surrounded by or adjacent to urban areas. The County reviews development proposals for land use and impacts to the County's road system in these areas.

The Pleasant Valley urban pocket is under County zoning but lies within the UGB and is being planned by Gresham for eventual annexation into the City. Land within this subarea will be zoned and developed in accordance with the Pleasant Valley Master Plan upon annexation to Gresham or when the City and County enter into an intergovernmental agreement transferring zoning authority to Gresham. Similarly, the Springwater area also lies within Gresham's planning area of the UGB and this subarea will be zoned and developed in accordance with the Springwater Community Plan upon annexation to Gresham.

Other urban pockets exist in Troutdale and Portland urban planning areas. Significant urban pockets around Portland include Dunthorpe, portions of the West Hills, and West Hayden Island.

Government Island and McGuire Island are also within the unincorporated portion of the County and are used primarily for agricultural and open space purposes with boat access to the shore/beach areas and limited recreational facilities in those areas. The islands do not have any full-time inhabitants, public facilities, or road access.

Interlachen is a small residential community located between Fairview Lake



and Blue Lake and is surrounded by the City of Fairview. It is zoned Urban Low Density Residential in the County's Urban Zoning Code and is largely built out.

Bonneville is a small unincorporated area located between I-84 and the Columbia River near the Bonneville Dam and near the Hood River County boundary. The area is zoned Rural Center and Commercial Forest Use.

## EQUITY

### Equity and Empowerment Lens

With the help of the County's Equity and Empowerment Lens, this Comprehensive Plan seeks to incorporate and embody the County's commitment to racial/ethnic equity and empowerment. The Equity and Empowerment Lens is a tool used to improve planning, decision-making, and resource allocation, which lead to more racially equitable policies and programs. At its core, it is a set of principles, reflective questions, and processes that focuses to shift the way we make decisions by deconstructing and reconstructing what is not working around racial equity, with an emphasis on engaging communities of color.

### Goal and Policies

**Goal:** To support access to all people and to ensure that planning policies and programs are inclusive.

A number of policies related to equity have been incorporated in this Plan.

- 1.1 Acknowledge the needs of low-income and minority populations in future investments and programs, including an equity analysis consistent with required federal, state, and local requirements.
- 1.2 Consider and seek to achieve social and racial equity in evaluating and making planning decisions.

**Strategy 1.2-1:** *Incorporate an equity analysis when developing implementation standards, and processes that accounts for health, safety, and disparate impacts on low income, communities of color, and immigrant and refugee communities.*

- 1.3 Provide meaningful citizen engagement opportunities for communities of color in planning, decision-making, and evaluation.

**Strategy 1.3-1:** *Review and work towards removal of barriers to equity through targeted outreach that results in meaningful participation and feedback.*

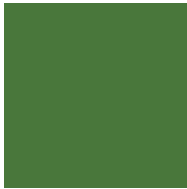
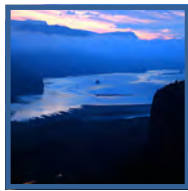
- 1.4 Use the County Equity and Empowerment Lens when developing

## INTRODUCTION AND CITIZEN INVOLVEMENT

---



policy, implementing codes, and capital projects.



## CHAPTER 2

## LAND USE



## INTRODUCTION/BACKGROUND INFORMATION

**M**ultnomah County regulates and manages the use of land in the unincorporated portions of the County. The County does this through a variety of processes, including:

- Implements state policy and laws and furthers local planning goals by maintaining, updating and applying County land use policies, standards and regulations in its zoning codes and this Comprehensive Plan.
- Reviews development and land use proposals and help applicants to navigate the application process.
- Coordinates with Metro and other local jurisdictions in regional growth management efforts, including maintenance of the regional urban growth boundary.
- Coordinates land use and transportation planning efforts in rural areas including planning for farm and forest lands and natural resource management and protection.

***“We value all the features that make this a rural place including the quiet open spaces, vistas of productive farm and forest lands and of Mt. Hood, country roads, healthy air, soils and streams, and a night sky where we can clearly see the stars.”***

***- West of Sandy River Vision Statement***

The policies contained in this chapter, as well as all chapters in this Plan, establish the legislative policy basis for the County’s land use planning program. The program is implemented primarily through application of the County’s Zoning Code, regulatory maps, and development permitting application and approval procedures. In addition, these policies establish important criteria to be used when initiating regulatory changes or reviewing and developing code, map, and policy amendments.

## Land Use Conditions

Multnomah County’s Zoning Code and associated zoning districts allow for a variety of land uses within the County. The predominant land uses throughout unincorporated Multnomah County are agricultural and forestry based. Rural residential, commercial, and industrial uses are also present, being more prominent near urbanized and incorporated areas or within designated rural centers.

A large portion of the County is within the Columbia River Gorge National Scenic Area, where land uses are subject to the Columbia River Gorge National Scenic Area Management Plan. The Management Plan provides for a similar, but separate, set of land uses that include a mix of parks and open space, forestry, farming, and residential uses. Other areas which also are not subject to policies in this Plan are described in Chapter 1.



## Relevant Studies and Planning Processes

A variety of state, regional, and local plans and policies are relevant to land use planning in Multnomah County, including the following.

Oregon's **Statewide Planning Goal 2**, Land Use Planning, requires local governments to establish, update, and implement Comprehensive Plans. Comprehensive Plans, such as this one, provide policy direction based on the expected growth and changes over the next 20 years or more.

The **Metro Urban Growth Management Functional Plan** provides policy direction for local jurisdictions within Metro's boundary to meet the goals of the 2040 Growth Concept, Metro's long-range growth management plan for the Portland metropolitan area. Policy directions from the Functional Plan are required to be adopted by local governments in their Comprehensive Plans and implementing ordinances.

In the past, Multnomah County created **Rural Area Plans** to plan for the unique geographic and environmental needs and constraints of its distinct unincorporated subareas. The four Rural Area Plans covered the following subareas: East of Sandy River, Sauvie Island/Multnomah Channel, West Hills, and West of Sandy River. Each plan provided an inventory of existing conditions such as resources and facilities as well as a set of policies guiding action over a 15 to 20 year planning horizon. Except for the Sauvie Island/Multnomah Channel Plan adopted in 2015 that is an appendix to this Comprehensive Plan, the three other historic Rural Area Plans are repealed upon adoption of this Comprehensive Plan, with the relevant documentation, policies, and strategies being incorporated into this Plan.

**Columbia River Gorge National Scenic Area (CRGNSA) Management Plan.** This plan provides policy guidance for future development and other land use actions within the CRGNSA. In addition, the County's Zoning Code includes a chapter that implements these policies for that area.

**Multnomah County's Zoning Code** is organized by rural and urban subareas, overall administrative procedures, and general building regulations. The rural and urban subareas (Rural Zoning Code and Urban Zoning Code) contain detailed descriptions of zoning districts and specify what uses are allowed outright or conditionally in each zone. In addition, the codes contain procedures for various land use issues, including design review, variances, and land divisions. The administrative procedures are the processes and procedures by which the County reviews and decides upon applications for all permits relating to the use of land. The building regulations, applicable to most unincorporated areas, include permit processes for electrical, plumbing, and grading, as well as street standards.



The Zoning Code will be reorganized to consolidate the different subarea chapters into a single, streamlined ordinance.

The **Hazards Mitigation Plan** is a planning document, which meets federal requirements by addressing hazards, vulnerability, and risk. The mitigation plan is a necessary requirement for federal mitigation grant fund eligibility. Relevant policies from that document have been incorporated into various chapters of this Plan. The Hazards Mitigation Plan also is referenced here as a supporting document of the Comprehensive Plan.

The **2015 Climate Action Plan** serves as the 40-year roadmap for the institutional and individual change needed to meet an 80% reduction of community-wide greenhouse gas emissions by 2050. The County Climate Action Plan is regularly updated. The County has made substantial progress in carrying out actions under the previously adopted 2014 Climate Change Preparation Strategy. Relevant policies from that document have been incorporated into various chapters of this Plan, including policies related to green building practices.

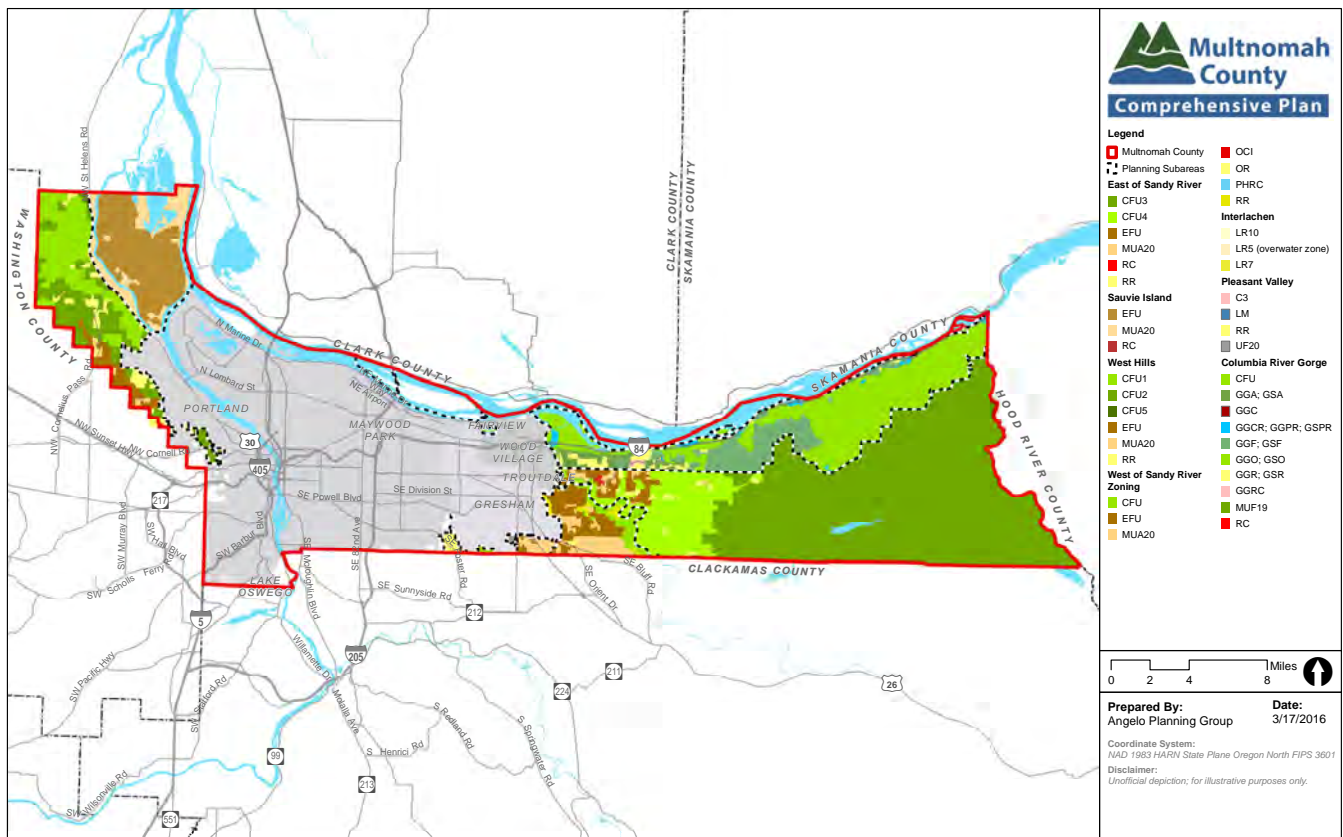


Figure 1- Multnomah County Zoning



## Key Planning Issues and Supporting Information

Based on extensive outreach and solicitation of feedback from Community members, a number of key planning issues have been identified that affect land use planning policies and practices in the rural portions of Multnomah County, including the following:

- **Implementation of State rules and regulations.** State laws and administrative rules provide the underpinnings for how cities and counties regulate land use in Oregon and form the basis for many of the policies in this section of the Plan. However, Multnomah County has some ability to tailor specific policies and standards to address local needs, priorities, and conditions. Both community members and the Community Advisory Committee (CAC) discussed and commented on this issue at length during the most recent update of the Comprehensive Plan. The majority of people who participated in the process agreed that in some cases, it is appropriate to implement County policies that are stronger than minimum state requirements to ensure protection of farm and forest land and to minimize impacts of development on surrounding farm and forestry operations and other land uses. Examples of this approach include policies on “aggregation”, agri-tourism, and forest dwellings.
- **Rural character.** The importance of protecting the rural character of the rural portions of Multnomah County has been a recurring theme in previous rural area planning efforts and during the County’s most recent Comprehensive Plan update. This generally translates into policies to maintain relatively low densities of development, support and maintain farm and forest uses and operations, build compact “non-urban” roads and other public facilities, and protect natural and scenic resources. Definitions of rural character are found in Chapter 1 of this Plan.
- **Urban Growth Boundary/Urban and Rural Reserves.** Multnomah County coordinates with the Metro regional government in regional growth management and planning efforts. Metro is responsible for maintaining the region’s urban growth boundary (UGB) and for designating Urban Reserves in cooperation with counties. Counties designate Rural Reserves in cooperation with Metro. Designation of the UGB and reserves affects policies and standards for land use and development within them.
- **Natural resources and hazards.** There is strong support among County residents for protecting natural resources and minimizing the impacts of natural hazards. Chapters 5 and 7 of this Plan address this topic in detail. However, there is a significant amount of cross-over between this topic and other land use planning policies found in this chapter.



- **Rural residential, commercial, industrial, and other non-farm and non-forest development.** For the most part, these types of development occur outside the County farm and forest zones in areas designated for non-farm and non-forest development, including rural residential areas and rural centers. Issues of community importance include the ability to reuse vacant commercial and industrial buildings, potential impacts of increased development on water quality, and opportunities for businesses in rural centers to serve both the rural centers and surrounding areas.
- **Home occupations.** State law allows for certain types of “home occupations” (businesses occurring within a residence) in farm and forest zones as conditional uses. Counties can these uses in farm and forest zones and may regulate home occupations to minimize their impacts on surrounding uses. Some commercial activities can be permitted outright within a residence if they operate in a manner that is indistinguishable from the residential use of a dwelling.
- **Site and development standards.** The County’s Zoning Code includes a variety of standards for how homes, businesses, and other structures are located on a property and designed. Community members have stressed a desire for flexibility that balances development with standards that help preserve rural character and reduce the impacts of a given development on surrounding properties and residents. This includes flexibility in standards for parking and landscaping, along with potential new standards for building design that emphasize rural character.
- **Land use permitting process.** Applying for a land use permit can be a challenging and complex process. Many permitting standards, processes, and timelines are set by state law. Community members have consistently stressed the need for the County to be fair, consistent, and reasonable in their approach to requiring and reviewing development permits.
- **Grading and Fill.** Fill dirt is often imported to resource zoned lands. The fill frequently comes from an urban site being prepared for development and farmers in resource areas will sometimes accept fill to improve the potential for growing crops by making the land better drained and more level, and/or by placing good topsoil on top of less productive soil. The County allows this practice and the County’s zoning ordinance includes exemptions from obtaining a grading and erosion control permit, including an exemption for “routine agricultural management practices.” However, problems can arise when property owners receiving fill claim the exemption even though the volume, quality, and extent of the fill suggest that use of the fill goes beyond routine agricultural practices.



## GOAL, POLICIES, AND STRATEGIES

**Goal:** To implement an efficient land use planning process and policy framework as a basis for all decisions and actions related to use of land that is consistent with state law and community goals and priorities, addresses or mitigates potential conflicts between different land uses, and is implemented in a fair, equitable and reasonable manner.

### Policies and Strategies Applicable County-wide

#### *Growth Management and Regional Coordination*

Within the Portland region, Metro has responsibility for managing the regional Urban Growth Boundary (UGB) in coordination with Multnomah County and other cities and counties. The UGB is intended to include enough land to accommodate a 20-year supply and all urban development is required to occur within the boundary. In addition to managing the UGB, Metro works with local jurisdictions to establish Urban and Rural Reserves. The purpose of urban and rural reserves is to facilitate planning for urbanization of the Portland metro region over the 50 year plan period from 2010 to 2060. Urban reserves provide greater certainty about the future location of possible urban growth boundary expansion. Rural reserves provide long-term protection of farm and forest land as well as important natural landscape features that enhance the unique sense of place of the region.

The reserves plan relies on designation of urban reserves land, which can only be designated by Metro, and on rural reserve land that can only be designated by the County. Because of this division of authority in the reserves plan, the County has amended its plan and zoning map to adopt rural reserves, and also shows urban reserve designations. Policies in this section reflect this process along with related regional and local goals and policies.

- 2.1 Coordinate with Metro in its role to establish and maintain an Urban Growth Boundary in accord with the following:
  1. Metro's authority under state law to establish and change the UGB.
  2. The procedures adopted by Metro for UGB amendments.
  3. The requirements of statewide Goal 14 on UGB amendments and any applicable statute pertaining to UGB amendments.
- 2.2 Transfer land use jurisdiction to Multnomah County cities for the unincorporated lands within the Urban Growth Boundary in accordance with approved urban planning area agreements between the County and the cities.



- 2.3 Support higher densities and mixed land uses within the Urban Growth Boundary.
- 2.4 Establish and maintain rural reserves in coordination with urban reserves adopted by Metro and in accord with the following principles:
  1. Areas shown as rural reserve on the County plan and zone map shall be designated and maintained as rural reserves to protect agricultural land, forest land, and important landscape features.
  2. Rural reserves designated on the plan map shall not be included within any UGB in the county for 50 years from the date of the ordinance adopting the reserves designations.
  3. Areas designated rural reserves in the county shall not be re-designated as urban reserves for 50 years from the date of the ordinance adopting the reserves designations.
  4. The County will participate together with an appropriate city in development of a concept plan for an area of urban reserve that is under consideration for addition to the UGB.
  5. The County will review the designations of urban and rural reserves, in coordination with Metro and Clackamas and Washington Counties, 20 years from the date of the ordinance adopting the reserves designations, or earlier upon agreement of Metro and the other two counties.
  6. The County will not amend the zoning to allow new uses or increased density in rural and urban reserve areas except in compliance with applicable state rules.

**Strategy 2.4-1:** *The urban and rural reserve program for the Portland Metro region is predicated on coordination between Multnomah, Clackamas, and Washington Counties and Metro. As a part of continuing efforts to implement this long-term program, the County has agreed to:*

1. Amend the Multnomah County plan and zoning map to show areas designated by Metro as urban reserve and areas designated by Multnomah County as rural reserve.
2. Participate with Clackamas and Washington counties and Metro to consider proposals for major or minor amendments to the reserves maps that may occur prior to the end of the 50-year reserves planning period.



3. Consider the suitability of any lands not designated as urban or rural reserve for such designation during the reserves plan review that is intended to occur within 20 years of the initial reserves designations.

**Strategy 2.4-2:** *A key element of the reserves program is that identification of land suitable for urban reserve provides the certainty needed for local governments and service providers to plan for future service needs in UGB expansion areas. The County will participate with Metro and an appropriate city in concept planning of urban reserve areas under consideration for inclusion within the UGB subject to the principles:*

1. Concept planning for specific, enumerated urban reserves on the urban and rural reserves map may occur separately and at different times.
2. A concept plan for any urban reserve area must be approved by the county, the city or cities who will govern the area, and by Metro.
3. Concept plans shall provide that any area added to the UGB shall be governed by an existing city, or by a new city, and shall include provision for the orderly efficient transition from urbanizable to urban land. The preferred approach is for existing county zoning and rural level of services to remain in effect until new urban areas are annexed into the designated city.
4. Concept planning for urban reserve areas that are suitable for industrial and other employment uses will recognize the opportunity to provide jobs in this part of the region.
5. Concept planning for urban reserve areas that are suitable for a mix of urban uses will recognize the opportunity to provide employment and mixed-use centers with housing at higher densities and employment at higher floor-to-area ratios, and will include designs for a walkable, transit-supportive development pattern.
6. Concept planning shall recognize environmental and topographic constraints and habitat areas and will reduce housing and employment capacity expectations accordingly.
7. Concept plans shall be designed to avoid or minimize adverse effects on farm and forest practices, and on important natural landscape features on nearby rural land.



## *Rural Residential Areas*

Most residential uses in the rural portions of the County that are not related to agricultural and forestry operations occur in areas zoned for rural residential use or in designated rural centers. This type of development is already well established in these areas and future similar development is not expected to cause the loss of either rural character or natural resource lands. The intensity of the land use pattern is based on the capacity of land and the ability to accommodate such uses, the existing level of services, state requirements associated with lot sizes and density, and the goals of retaining rural character and protecting natural resources in these areas.

In general, these areas are not suitable for commercial farm or forest operations because of the existing land use pattern of development, small parcel sizes, non-aggregated ownership, and largely non-commercial resource uses. Small scale agriculture and forestry operations may occur and are, in fact, considered to be an integral part of the rural residential environment.

- 2.5 Designate limited areas for rural residential development based upon the following criteria:
  1. Significant parcelization when an average of five (5) acres or less has already occurred, the majority of which are separately owned and developed;
  2. The area is not a cohesive commercial farm or forest resource area;
  3. The designated area is compatible with any adjacent farm or forest uses and would not cause any substantial conflict with these natural resource uses;
  4. The land resource is predominantly forest or forest-agricultural in nature (discounting the residences), rather than agricultural in character;
  5. There are no physical development limitations which would cause the area to be hazardous for development; and
  6. Limited, but adequate, services must be available for the area, including those provided on-site (water and subsurface sewage disposal), as well as off-site (school, fire, police).
- 2.6 Protect farmland and forest land from encroachment by residential and other non-farm or non-forest uses that locate in the RR zone.
- 2.7 Ensure that new, replacement, or expanding uses in the RR zone minimize impacts to farm and forest land by requiring recordation of a covenant that recognizes the rights of adjacent farm and forestry practices.



- 2.8 New non-agricultural businesses should be limited in scale and type to serve the needs of the local rural area.

**Strategy 2.8-1:** *Review the appropriateness of review uses, conditional uses and community service uses in the RR zone through a public process that involves community stakeholders prior to amending the Zoning Code*

### *Rural Centers, Commercial, and Industrial Uses*

Areas designated for rural centers contain limited commercial, community service, industrial, and residential uses. Public sewer service is not available in these areas and other support services are usually limited. The intensities and types of uses located within these centers must be appropriate to the character of the rural area. The size of commercial and industrial uses in rural centers is limited by state law and local zoning standards in order to be compatible with the rural character.

These areas are intended to provide rural services for the residents and businesses located within them; they are not intended to encourage growth as dense communities. The location of these areas and arrangement of land uses within them will be guided by the policies contained in this Plan.

Commercial uses within unincorporated areas of the County are predominantly found in rural centers and largely support those communities and surrounding areas, as well as people passing through. They are not intended to be destinations for people coming from urban areas of the County. The availability and accessibility of consumer goods and services enhances a community's economic base and livability.

Office uses located in rural centers may include services to the public, as well as those for other businesses in the surrounding areas. In addition to providing needed services, these uses also provide employment for a number of people, as well as benefits to the surrounding rural community. Similar to commercial uses, office uses are intended to be limited in size and scale.

In rural centers, industrial land uses may include manufacturing, storage, wholesale trade, construction, natural resource, and extractive operations. Zoning ordinance standards control the design of industrial sites and minimize impacts on surrounding land uses.

#### Rural Center Location and Siting

- 2.9 Establish and maintain Rural Centers which are intended primarily for commercial and community services needed by the residents of the rural areas of the County, and to provide some tourist services.



- 2.10 Rural Centers are or may be established on the basis of existing center development, on local area needs, on an evaluation of probable impacts on adjacent natural resource areas, on the demand for land to serve the primary purposes in a compact pattern, and on the capacity and condition of existing support services.
- 2.11 Expansion of a Rural Center (RC) to adjacent land shall be based upon findings that:
  1. Land zoned EFU or CFU will not be included unless that is the only land physically available;
  2. Insufficient vacant available land exists within the center;
  3. The expansion will not significantly impact adjacent natural resource or rural residential areas, or that such impacts can be mitigated;
  4. The expansion will be adjacent to existing RC boundaries; and
  5. The expansion is not for the primary purpose of residential development.
- 2.12 The County shall determine the suitability of uses within a Rural Center by:
  1. Measuring the need for a use based upon the primary intent of the center.
  2. Determining that sufficient land exists within a center to accommodate the needed uses and maintaining a measurement of absorption rate of vacant lands.
  3. Establishing development standards commensurate with the rural nature of the area.
  4. Ensuring that adjacent natural resource areas are minimally impacted.





### Residential Uses in Rural Centers

- 2.13 Continue to reinforce the rural nature of designated rural communities through the zoning code by limiting residential development to one dwelling unit per Lot of Record.
- 2.14 Require new residential parcels in the Rural Center zone to be at least one acre in size in order to not increase residential density and to ensure that the carrying capacity of public services and the environment is not exceeded.
- 2.15 Accommodate permitted growth and development within designated rural communities while preserving their rural function and appearance.

### Commercial Uses in Rural Centers

- 2.16 Ensure that new commercial and industrial uses within rural centers are small scale and low impact in nature as defined by County code so that these uses will not adversely impact agriculture or forestry uses and will reinforce the rural nature of the community, while also providing economic and employment opportunities by allowing for the maximum use of floor area for existing lawfully established buildings and parking areas to the extent allowed by State law. Commercial uses shall serve the rural community and surrounding area but industrial uses need not serve the rural community and surrounding area.
- 2.17 Improve the availability and accessibility of consumer goods and services for rural areas by supporting the location and scaling of commercial development in rural centers to meet the needs of the surrounding community and reinforce community identity.
- 2.18 Encourage land use development patterns which support the efficient use of existing rural centers.
- 2.19 Locate commercial activities in rural centers which are planned and developed as a unit related in location, size, and type of shops to the trade area to be serviced and to create aesthetically attractive community focal points.
- 2.20 Provide for tourist commercial uses in clusters at highway interchanges or in areas with special tourist attractions.
- 2.21 Provide for home occupations and small business in rural centers to assist in developing new business opportunities and to increase convenience to rural residents.



- 2.22 Minimize adverse impacts of commercial, office, and industrial development on adjacent development, including residential uses, through site location and design standards.
- 2.23 Reduce crime through design and site location based on the principles of defensible space.
- 2.24 Support commercial, office, and industrial development siting and expansion at sites of a size which can accommodate the present and future uses and is of a shape which allows for a site layout in a manner which maximizes user convenience and energy conservation.
- 2.25 Promote compatible development and minimize adverse impacts of site development on adjacent properties and the surrounding community through the application of design review standards.

#### Office Uses in Rural Centers

- 2.26 Locate office services in rural centers where they can best serve households and businesses within rural centers and the surrounding rural community by providing jobs and services close to where people live.
- 2.27 Provide siting and expansion opportunities to office uses meeting their locational and development requirements.
- 2.28 Support the location of office, commercial, and industrial activities on existing transportation systems with volume capacities and modal mixes available and appropriate to serve present and future scales of operation.

#### Industrial Uses in Rural Centers

- 2.29 Protect the stability and functional aspects of industrial uses by protecting them from incompatible uses.
- 2.30 Promote economic diversification and growth in rural centers by allowing appropriate industrial uses meeting locational and site requirements appropriate to the rural character of the center and surrounding area.
- 2.31 Encourage the siting and expansion of industrial uses in rural centers to meet the needs for jobs by rural residents.



- 2.32 Ensure that impacts to EFU and CFU zoned land from new or expanding uses in adjacent RC zones are minimized by requiring “right to farm” measures to be implemented in those areas. These measures can be in the form of maintaining a larger setback between the new development and the zone boundary, and/or requiring recordation of a covenant that recognizes the rights of adjacent farm and forest managers to farm their land and practice forest management.
- 2.33 Implement regulations to ensure that new or expanded commercial and industrial development will not exceed the capacity of water supply and waste disposal services available to the site, or if such services are not available to the site, the capacity of the site itself to provide water and manage wastewater, including sewage.
- 2.34 Implement regulations to ensure that new or expanded commercial and industrial uses will not result in public health hazards or adverse environmental impacts.
- 2.35 Ensure that new and expanded commercial or industrial uses are subject to design review in order to ensure compatibility with the community character.

### *Home Occupations*

Multnomah County undertook an extensive review of its standards related to home occupations in 2012 and refined those standards at that time. The updated standards are consistent with state law and allow home occupations in farm and forest zones. The level of review depends on the scale of the home occupation, with three categories of occupations and associated land use permitting and review processes. The following policy affirms the County’s approach to this issue.

- 2.36 Allow for home occupations wherever dwellings are permitted in order to assist in developing new business opportunities and to increase convenience to residents, while considering and minimizing impacts on adjacent land uses.



## *Community Identity and Design*

Community identity is a feeling people have about their community. An identifiable community allows a person to immediately have a place of reference. For those people who live in a community, it provides a sense of place and belonging. A sense of identity tends to generate pride and encourages people to maintain and enhance their place of residence. Residents of rural Multnomah County highly value the rural character of the area and strongly desire to maintain it.

Community character and identity can be influenced to a large degree by the design of properties and buildings. Design policies and standards address the location, scale, and design of land uses and their relationship to one another. This may include how a building is located on a property, how parking is configured, what types of signs are used, use of landscaping, and the architectural design of buildings. The purpose of site and building design standards is to promote community identity and character, to minimize conflicts in the location and development of different land uses in the same area, and to help assure efficient, satisfying, and safe land developments of lasting value and benefit.

### 2.37 Create, maintain or enhance rural community identity by:

1. Identifying and reinforcing community boundaries;
2. Identifying important natural landscape features;
3. Requiring identified important natural landscape features be preserved as part of the development process.

***Strategy 2.37-1:*** *Maintain an inventory of important natural landscape features in each rural community and preserve them through the Design Review Process or other appropriate means.*

***Strategy 2.37-2:*** *Identify the need and appropriate locations for public facilities.*

### 2.38 Implement design standards regulating commercial and industrial development which reflect and enhance the rural character of rural centers. Design standards shall be oriented to rural areas and may differ from those applied in urban areas of the County. Where appropriate, design standards should include flexibility associated with landscaping, parking, or other site and design requirements.



2.39 Maintain a design review process which:

1. Evaluates and locates development proposals in terms of scale and related community impacts with the overall purpose being a complementary land use pattern that limits adverse impacts on farm and forest practices, on wildlife, and natural and environmental resources.
2. Evaluates individual public and private developments from a functional design perspective, considering such factors as privacy, noise, lights, signage, access, circulation, parking, provisions for the handicapped and crime prevention techniques.
3. Allows for an administrative procedure with an appeal process, and using criteria and guidelines developed specifically for the different type of land use developments.
4. Establishes criteria and standards for preexisting uses commensurate with the scale of the new development proposed.
5. Regulates commercial and industrial development in a manner that reflects and enhances the rural character of designated rural communities.

**Strategy 2.39-1:** *Maintain an expeditious Design Review Process with provisions for enforcing requirements.*





**Strategy 2.39-2:** *The following strategies should be maintained as a part of the Zoning Ordinance:*

1. Design Review Provisions should be maintained with objectives to:
  - a. Preserve and enhance the amenities of the natural and developed environment;
  - b. Maintain and improve the qualities of, and relationships among, buildings and surrounding uses;
  - c. Ensure that individual development contributes to a quality environment for people utilizing the development; and
  - d. Encourage consideration for the climate, soil capabilities and limitations, topography, and natural vegetation in the site plan.
2. Design Review Criteria should be maintained related to:
  - a. Identity;
  - b. Site Layout, considering such factors as: climate, privacy, usable outdoor areas, topography, vegetation, natural drainage, use by handicapped (as required under the State Uniform Building Code, O.R.S. 447.210 - 447.310, and all other applicable requirements), and crime prevention;
  - c. Private outdoor spaces;
  - d. Parking;
  - e. Circulation;
  - f. Service and delivery areas;
  - g. Entry areas;
  - h. Outdoor storage;
  - i. Landscaping;
  - j. Connection to the street and parking areas;
  - k. Building orientation on-site as related to crime prevention;
  - l. Safety and privacy; and
  - m. Preservation of important natural landscape features.
  - n. Architectural design of commercial, industrial and civic uses that enhances design quality and ensures compatibility with surrounding rural character; and
  - o. Dark sky outdoor lighting.



### *Permitting, Code Enforcement, and Other Procedural Issues*

Most types of development in Multnomah County require some type of land use permit. The County's Zoning Code includes standards and procedures for permit applications, processing and approval of such permits. County staff strives to conduct these processes in a fair, reasonable, and efficient manner but the sheer complexity of the state and local regulations being administered can make this a challenge.

Similarly, the County is responsible for enforcing its development and land use standards. Given the limited staff resources available to enforce the code within the large land area involved, the majority of enforcement is done through a complaint driven process. County staff generally relies on County residents to report potential code violation issues before investigating them. Once they are investigated and affirmed, County staff works cooperatively with property owners to resolve the issue(s), if possible, before resorting to fines or other enforcement actions to ensure compliance.

- 2.40 Ensure that the County's development permitting procedures and requirements are consistent with state planning requirements, while also being fair and equitable to community members and minimizing the time and expense required to obtain needed permits.

***Strategy 2.40-1:*** Periodically review and refine permitting requirements, as needed, in consultation with affected community members and staff, to simplify requirements, and reduce related time and expense for applicants while continuing to ensure consistency with State and County mandates. Potential refinements shall be based on recurring issues identified by community members or county representatives.

- 2.41 Enforce compliance with the County Comprehensive Plan and Zoning Code in a fair and consistent manner in all cases of verifiable code violations.

***Strategy 2.41-1:*** Coordinate and work with appropriate local, state, and federal agencies to ensure compliance with the County's Comprehensive Plan and Zoning Code.

***Strategy 2.41-2:*** To ensure compliance, the County Zoning Code shall provide the County a method and degree of enforcement that best fits the type and circumstances of a given violation of the County Comprehensive Plan or Zoning Code.



**Strategy 2.41-3:** *Seek voluntary compliance by providing the person(s) responsible for an actual or alleged code violation with information about the County's Zoning Code and by providing such person(s) an opportunity to comply with the County's Comprehensive Plan and Zoning Code within reasonable timeframes with little or no penalty. Such timeframes should be closely monitored and enforced to avoid unnecessary delays to achieving compliance.*

**Strategy 2.41-4:** *Fines should be set at a level that will prevent willful violators from becoming unjustly enriched and will serve as an incentive for voluntary code compliance. Knowing or willful violations will result in fines that are substantial and objective.*

## Grading and Fill Policies and Strategies

The following policy and strategy are intended to ensure that exemptions for the use of fill for agricultural topsoil are in fact used for that purpose and that volumes of fill do not exceed what would typically be needed or used as topsoil.

- 2.42 Establish standards for qualifying topsoil fill as a routine agricultural management practice exempt from County review requirements.

**Strategy 2.42-1:** *The following shall be considered for inclusion in code amendments pertaining to topsoil fill as an agricultural management practice:*

1. Existing conditions and soil types.
2. Review thresholds.
3. Review the Grading and Erosion Control submittal requirements and the Large Fills submittal requirements when considering application submittal requirements for agricultural topsoil reviews. Additionally, applications should include the proposed location, extent, volume, depth, material and soil type, timing of the project from start to finish and a farm management plan demonstrating how the topsoil will be employed in conjunction with farm use (farm use as defined in ORS 215).
4. The Planning Director may require concurrence from experts from agencies such as, but not limited to, the Oregon Department of Agriculture and the local Soil and Water Conservation Service.
5. Grading and fill material used for re-contouring or leveling agricultural sites should not be reviewed as a topsoil project and should continue to be reviewed under applicable Grading and Erosion Control standards or Hillside Development standards.



- 2.43 Establish limits for fill that does not qualify as an agricultural management practice and is subject to County review requirements.

**Strategy 2.43-1:** Amend the Zoning Code to clarify that in all zones except for the MUA-20 and RR zones, a total cumulative limit of 5,000 cubic yards of fill per each Lot of Record is allowed. Large Fills exceeding 5,000 cubic yards are only permitted in the MUA-20 and RR zones subject to approval of a Conditional Use permit.

**Strategy 2.43-2:** Amend the Zoning Code to clarify that Large Fills must be in conjunction to an approved use.

- 2.44 Establish clearly defined exemptions to the Grading and Erosion Control permit requirements.

**Strategy 2.44-1:** Consider adding thresholds, standards and definitions to the residential gardening and landscape maintenance exemption.

**Strategy 2.44-2:** Consider verification thresholds and a concurrence requirement for grading and fill projects that are conducted as part of a Forest Practices project.

## Community Facilities

Community facilities such as schools, parks, fire stations, and cemeteries are currently allowed in a number of areas within the County as “conditional uses” if they meet specific criteria. The following policies provide direction and support for County Zoning Code requirements which guide the decisions related to these uses

- 2.45 Support the siting and development of community facilities and services appropriate to the needs of rural areas while avoiding adverse impacts on farm and forest practices, wildlife, and natural and environmental resources including views of important natural landscape features.
- 2.46 Encourage land use development which supports the efficient use of existing and planned community facilities.
- 2.47 Support community facilities siting and development at sites of a size which can accommodate the present and future uses and is of a shape which allows for a site layout in a manner which maximizes user convenience and energy conservation.



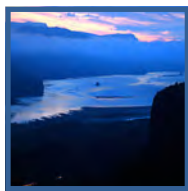
### *Other Policies*

The following policies address other land use planning issues that do not fit into the previous policy topics.

- 2.49 The lawful use of any building, structure or land at the time of the enactment or amendment of any zoning ordinance or regulation may be continued, altered, restored or replaced in accordance with Oregon Revised Statutes 215.130 and 215.135.
- 2.50 An alteration (including additions) or replacement of a nonconforming use or structure shall not create a greater adverse impact on the neighborhood, including but not limited to, noise, dust, lighting, traffic, odor, water use, sewage disposal impacts, and safety.
- 2.51 As part of land use permit approval, impose conditions of approval that mitigate off-site effects of the approved use when necessary to:
  - 1. Protect the public from the potentially deleterious effects of the proposed use; or
  - 2. Fulfill the need for public service demands created by the proposed use.
- 2.52 Consider applicable goals of the Climate Action Plan when developing Zoning Code amendments.

## **Policies and Strategies Specific to Individual Subareas**

There are no policies in this chapter specific to individual rural planning areas.



## **CHAPTER 3**

## **FARM LAND**



## INTRODUCTION/BACKGROUND INFORMATION

A significant amount of the land in the rural portions of Multnomah County is zoned and used for agricultural production. One of the original, primary goals of Oregon's statewide planning program is to protect existing farm land for future agricultural use. Towards that end, state and local plans, policies, and laws put a premium on designating specific areas for "exclusive farm use," limiting non-farm uses in these areas and minimizing conflicts between farm and non-farm uses. State laws significantly restrict the ability to subdivide land or build new non-farm buildings in areas zoned for exclusive farm use.

Specific types of farm-related uses, such as farm stands, wineries, and "agri-tourism" events can help provide additional economic opportunities for farmers but also can create conflicts with adjacent farm owners and rural residents. As a result, they have been the subject of specific state legislation and local planning requirements.

***"Those who live on, work on, and visit Sauvie Island, value the Island's productive farm land, which provides fresh food for both locals and the region."***

***- Sauvie Island/Multnomah Channel Vision Statement***

This chapter provides an overview of conditions and planning issues associated with farm land, along with Comprehensive Plan policies and strategies to address them.

## Farm Land Conditions

Agricultural zoning and farm uses are a major component of the fabric of rural Multnomah County. Farm uses are the second largest land use and account for 30,438 acres or 23% of all land in rural Multnomah County.

*Table 1 – Primary land use based on zoning in Multnomah County*

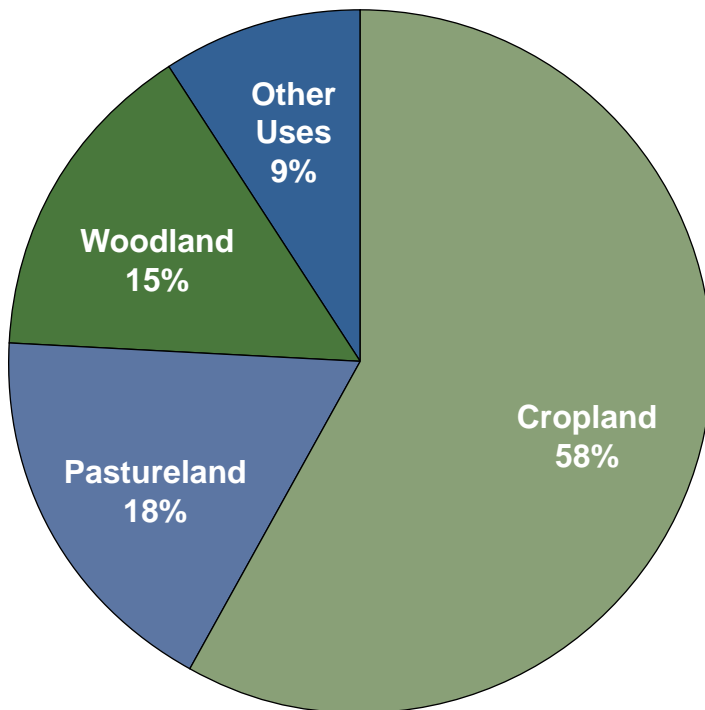
ZONE	ACRES	% OF ALL LANDS
Forestry (CFU, 1, 2, 3, 4, and 5)	98,841	74%
Farming (EFU and MUA20)	30,438	23%
Rural Residential (RR)	3,513	3%
Rural Center (OR, RC, OCI, and PHRC)	322	0%
<b>TOTAL</b>	<b>133,076</b>	<b>100%</b>



Exclusive Farm Use (EFU) and Multiple-Use Agriculture (MUA-20) zoning, and associated farm uses, are prevalent in the following areas:

- West Hills: Areas along the west side of the Tualatin Mountains, draining into the Tualatin River watershed, in the Cornelius Pass, Germantown Road, and Bonny Slope subareas
- East of Sandy: Areas due east of the Sandy River, particularly in the area surrounding the community of Corbett
- West of Sandy: The bulk of the subarea, with EFU lands concentrated in the northern half of the area and mixed MUA-20 areas primarily in the southern half of the area
- Sauvie Island: The bulk of the island, with the exception of areas directly adjacent to the Multnomah Channel and the northeastern portion of the part of the island within Multnomah County

*Figure 1 - Land in Farms, 2012 by Land Use*





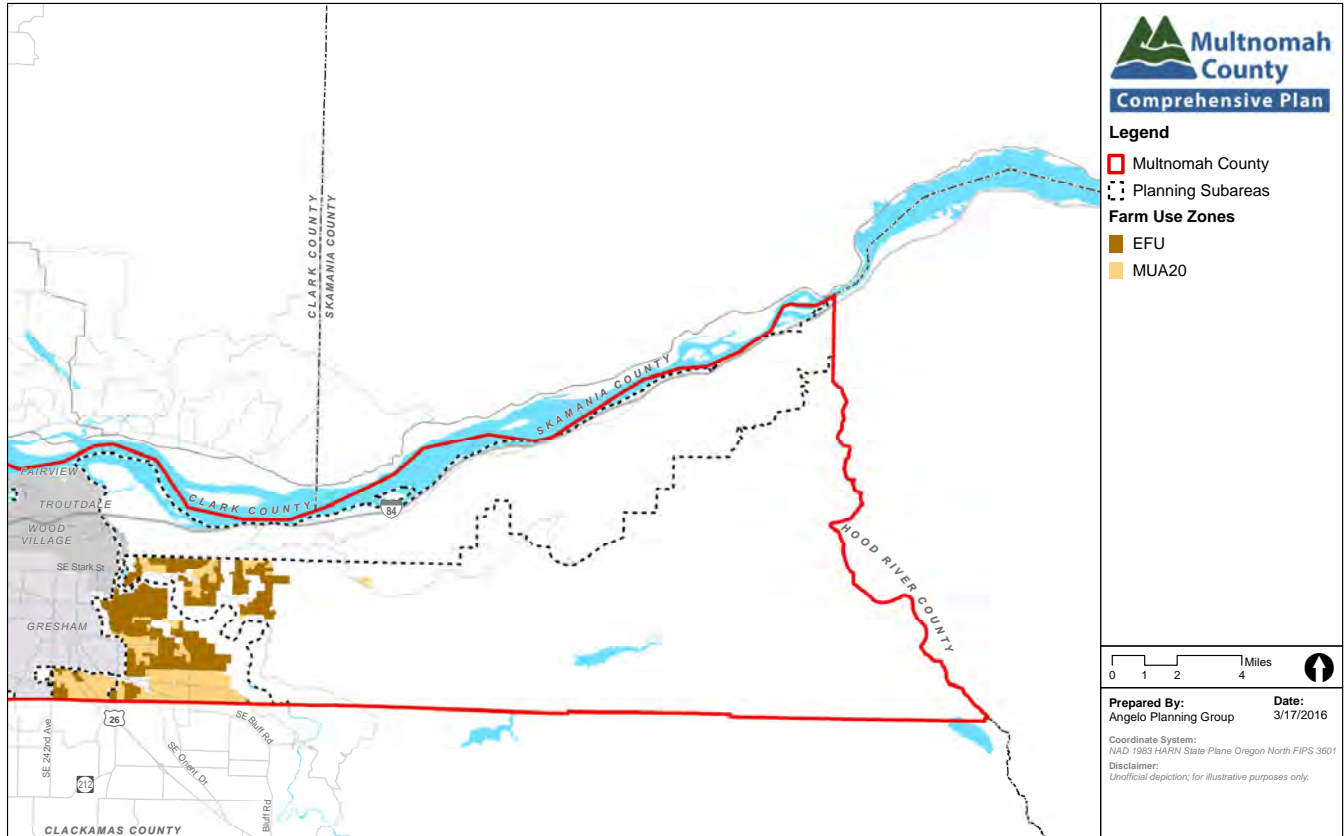


Figure 3- Farm Zones, Eastern Multnomah County

## Relevant Studies and Planning Processes

A variety of state, regional, and local plans and policies are relevant to land use planning in Multnomah County, including the following.

Oregon **Statewide Planning Goal 3**, Agricultural Lands, requires counties to inventory agricultural lands and to preserve and maintain them through farm zoning. Goal 3 is codified in ORS Chapter 215 and Oregon Administrative Rules (OAR) Chapter 660, Division 33.

**Multnomah County's Past Rural Area Plans and the Present Sauvie Island/Multnomah Channel Plan** include background information and policies related to farm land that have been incorporated in this Plan.

Multnomah County's **Zoning Code** includes Exclusive Farm Use (EFU) and Mixed-Use Agriculture (MUA-20) zoning districts, which specify allowed and conditional uses that support agriculture and protect farm land throughout the County.



## Key Planning Issues and Supporting Information

A number of key planning issues affect land use planning policies and practices in the rural portions of Multnomah County:

- **Implementation of State rules and regulations.** Multnomah County must implement statewide goals, administrative rules, and statutes in preparing this Plan and associated development standards. For some rules and regulations, the County may enact policies that are stricter than state requirements because of a desire on the part of County residents to maintain rural character, support agricultural and forest uses, and minimize conflicts between different types of land uses. In a number of cases where there is latitude in this respect, the County has chosen to enact stricter policies than the state. Examples of this are policies associated with parcel aggregation, farm stands and wineries, and application of agri-tourism standards.
- **Farm and non-farm dwellings.** For the most part, Oregon law is very prescriptive about how and where farm and non-farm dwellings may be allowed within zones designated for exclusive farm use. Multnomah County follows and implements these requirements through the policies found in this Plan and standards in the County's Zoning Code.





- **Impacts of farm stands, wineries and agri-tourism.** Farm stands and wineries must be allowed and agri-tourism events may be allowed in agricultural areas per state law because they provide economic benefits to farmers and farm communities. At the same time, counties have discretion to regulate them because they also can have adverse impacts on surrounding properties, farmers, and residents.
  - Farm stands. State law permits counties to allow for farm stands as outright permitted or conditional uses along with related promotional activities such as hay rides, corn mazes, “farm-to-plate” dinners or other small gatherings. The state allows counties to regulate the size and other aspects of these uses, including the impacts of promotional activities at farm stands.
  - Agri-tourism. State law allows counties the option to adopt provisions for agri-tourism and other commercial events or activities that are related to and supportive of agriculture in the Exclusive Farm Use zone. These events and activities are only permitted if they are supportive of and related to the farming operation. Counties have a certain amount of discretion to craft specific requirements related to these uses, including the extent to which they are allowed, the impacts they will address, and the applicable review process.
  - Wineries. State law lists wineries as a specific permitted “non-farm” use in EFU zones. Major revisions to the statutes were adopted in 2012 to permit wineries to hold a wide range of marketing and private events including celebratory gatherings. Larger wineries are allowed to have restaurants. Some types of wineries and related activities must be allowed per state law. However, counties have the flexibility to impose standards and criteria on other activities to address potential impacts on surrounding properties and residents.
- **Parcel aggregation.** Property aggregation is a County zoning requirement that implements the Comprehensive Plan’s goal to protect farm land from development by retaining large parcel sizes for commercial farm use, although it is not required by state law. Within the County’s resource zones, the County treats contiguous parcels or lots under the same ownership as a single “lot of record” of 19 acres or larger for the purposes of development rights.



## GOAL, POLICIES, AND STRATEGIES

**Goal:** To conserve agricultural land in exclusive farm use and mixed use agricultural zones and maximize its retention for productive, sustainable farm use.

### Policies and Strategies Applicable County-wide

#### *General Policies for Agricultural Zones*

The policies implement statewide planning goals associated with farm land, as well as the County's overall goal of protecting agricultural lands from incompatible development and supporting and retaining farming operations. In addition, all of the County's EFU zones require the landowner of any new dwelling to record a document prohibiting them or their successors from filing a claim for injury from farm practices for which no action or claim is allowed by statute.

These policies pertain to land either in the County's EFU zone or in the MUA-20 zone.

- 3.1 Prohibit creation of new lots or parcels, except as authorized by code, which detracts from agricultural practices and from protection of open space and rural community values.
- 3.2 Re-designating land from Agricultural land use to another land use classification should be in accord with the standards set forth by the Statewide Planning Goals, OARs, and in this Plan.
- 3.3 Require lot and parcel aggregation standards to reduce parcelization, maintain larger lot and parcel sizes in farm and forest zones, and help minimize impacts of non-farm and forest uses on surrounding farm and forest production. In order to minimize confusion over the development potential of a property, a condition of approval for land use and development permits shall require deed restrictions be recorded that identify the properties that constitute a lot of record along with the development restrictions that go with the lot of record.

**Strategy 3.3-1:** *In addition to recordation of deed restrictions, work with local realtors and title companies to inform them about aggregation requirements and impacts on future property development and land division.*

- 3.4 Ensure that transportation policies and policies related to the regulation of activities and events in agricultural zones minimize the difficulties conflicting uses impose on farming practices.



- 3.5 Develop and adopt a unified permitting process for review of mass gatherings and other gatherings. Establish more restrictive permitting thresholds for the number of visitors and the frequency or duration of events than the maximums authorized by state law.

**Strategy 3.5-1:** *Provide appropriate public notice of applications for gatherings and coordinate these activities with affected local public agencies.*

**Strategy 3.5-2:** *Require through conditions that noise levels associated with gatherings comply with state and local noise ordinances to maintain the rural character.*

### *Exclusive Farm Use Zones*

State law governs a number of land use aspects within areas zoned for exclusive farm use, including where and for whom dwellings can be built within these areas. In general, dwellings are allowed for farm owners, dependents, and workers, with limitations on the number of homes allowed. County policies mirror state policies, recognizing the importance of limiting non-farm development in farm zones to minimize conflicts between farming and non-farm uses.

- 3.6 Designate and maintain as exclusive agricultural land, areas which are:
1. Predominantly agricultural soil capability I, II, III, and IV, as defined by the U.S. Soil Conservation Service, and
  2. Of parcel sizes suitable for commercial agriculture, and
  3. In predominantly commercial agriculture use, and
  4. Not impacted by urban service, or
  5. Other areas, predominantly surrounded by commercial agriculture lands, which are necessary to permit farm practices to be undertaken on these adjacent lands
- 3.7 Restrict the use of exclusive farm use lands to agriculture and other uses, consistent with state law, recognizing that the intent is to preserve the best agricultural lands from inappropriate and incompatible development.
- 3.8 Maximize retention of the agricultural land base by maintaining Exclusive Farm Use designated areas as farm lands with agriculture as the primary allowed use.



- 3.9 Do not support zone changes that remove productive agricultural land from the protection afforded under Goal 3 of the Oregon Statewide Planning Program.
- 3.10 Allow non-agricultural uses, such as residences, on Exclusive Farm Use Lands as permitted by Oregon Statutes and Administrative Rules, with additional development standards and lot aggregation requirements to ensure protection of agricultural lands and natural and environmental resources. Limit new non-agricultural uses, and expansion of existing non-agricultural uses. This will result in a farm protection program for the County that is more restrictive than what state statutes and rules require.
- 3.11 Require approval of dwellings and other development to be contingent upon compliance with Lot of Record standards as contained in the EFU zoning code.
- 3.12 Ensure that proposed new dwellings in the Exclusive Farm Use designated areas receive appropriate public review by providing notice and review opportunity prior to any land use decision.

### *Multiple Agricultural Use Land*

County policies for these areas promote agricultural activities and minimize conflicts between farm and non-farm uses but are less stringent than policies in Exclusive Farm Use zones.

- 3.13 Designate and maintain as multiple use agriculture land, those areas which are:
  - 1. Generally agricultural in nature, with soils, slope, and other physical factors indicative of past or present farm use, and
  - 2. Parcelized to a degree where the average lot size, separate ownerships, and non-farm uses are not conducive to commercial agricultural use, and
  - 3. Provided with a higher level of services than a commercial agricultural area has, or
  - 4. Located in micro-climates, which reduce the growing season or affect plant growth in a detrimental manner (flooding, frost, etc.)
- 3.14 Restrict uses of agricultural land to those that are compatible with exclusive farm use areas in recognition of the necessity to protect adjacent exclusive farm use areas.



- 3.15 Protect farm land from adverse impacts of residential and other non-farm uses.

**Strategy 3.15-1:** *Ensure that new, replacement, or expanding uses on MUA zoned lands minimize impacts to farm land and forest land by requiring recordation of a covenant that recognizes the rights of adjacent farm managers and foresters to farm and practice forestry on their land.*

**Strategy 3.15-2:** *Amend the Multiple Use Agriculture zone to include deed restrictions protecting surrounding agricultural and forestry practices as a requirement for approval of new and replacement dwellings and additions to existing dwellings.*

- 3.16 New non-agricultural businesses should be limited in scale and type to serve the needs of the local rural area.

**Strategy 3.16-1:** *Review the appropriateness of review uses, conditional uses and community service uses in the MUA-20 zone through a public process that involves community stakeholders prior to amending the Zoning Code.*





### *Farm Stands, Wineries, and Agri-tourism*

County policies on farm stands, wineries, and agri-tourism uses are intended to balance the potential economic benefits of these uses to farm owners and the need to address and minimize their potential adverse impacts on the community, surrounding properties, and farming operations, as well as impacts on roads and other public infrastructure. The policies and strategies implement state law and administrative rules as well as local community needs and preferences.

In establishing rules for farm stands, the County has taken a tiered approach, with higher level of review and stricter standards for farm stands with more potentially significant impacts to surrounding properties. County-wide policies are based in large part on policies developed during the 2015 Sauvie Island/Multnomah Channel Rural Area Plan update process.

The County has taken a similar approach to wineries while also allowing those activities that must be permitted under state law. For both farm stands and wineries, County policies incorporate a number of prescriptive standards which will serve as placeholders to address potential impacts until the County has updated its Zoning Code to provide more detailed standards related to those uses and associated activities.

The County has tailored its approach to agri-tourism, with different policies applied to the western and eastern portion of the County. This is based on significant community discussion of this issue during completion of the 2015 Sauvie Island/Multnomah Channel Rural Area Plan and this Plan. Plan policies identify where agri-tourism will be allowed and the types of impacts that will be regulated through the County's Zoning Code.

- 3.17 Limit the area, location, design, and function of farm stand promotional activities and gatherings to the extent allowed by law to retain a maximum supply of land in production for farm crops or livestock, to ensure public health and safety, minimize impacts on nearby farming operations, residents, roads, traffic circulation, wildlife and other natural resources, and maintain the rural character.



- 3.18 Fee-based promotional activities at farm stands shall be limited to those that promote the contemporaneous sale of farm crops or livestock at the farm stand and whose primary purpose is significantly and directly related to the farming operation.
1. Permitted farm stand promotional activities include harvest festivals, farm-to-plate dinners, corn mazes, hayrides, farm animal exhibits, cow trains, small farm-themed gatherings such as birthday parties and picnics, school tours, musical acts, farm product food contests and food preparation demonstrations, and similar activities consistent with this policy.
  2. Unless authorized at farm stands by statute, administrative rule or an appellate land use decision, fee-based events, such as weddings, corporate retreats, family reunions, anniversary gatherings, concerts, and amusement park rides, and other activities for which the primary focus is on the underlying cause for the gathering or activity rather than the farm operation, are prohibited.

**Strategy 3.18-1:** *Develop and adopt a tiered review process for farm stand operations on EFU land distinguishing between operations that include promotional activities and those that do not.*

**Strategy 3.18-2:** *The County shall develop reporting requirements in sufficient detail to assess compliance with the 25% total limit on annual farm stand income from fee-based promotional events and from the sale of retail incidental items, including food or beverage items prepared or sold for on-site consumption. The County may audit farm stands to ensure compliance with this requirement. Implementation of this strategy should balance a reasonable expectation of financial privacy and burden with the need to request information necessary to reasonably demonstrate compliance with the 25% total limit standard.*

- 3.19 Farm stands that occupy one acre or less (including parking) and do not include promotional activities or events shall be reviewed through the County's Type I process, based on objective standards.



3.20 Farm stands that occupy more than one acre or include promotional events or activities shall be reviewed under the County's Type II application process. Proposed farm stands that would occupy more than one acre or include promotional events or activities shall be sited in order to limit the overall amount of acreage proposed for the farm stand structures and events. Until implementing code is adopted, the following standards shall apply:

1. The amount of land identified for the farm stand structures and associated permanent parking shall not exceed two acres.
2. The amount of land identified for farm stand promotional activities shall be the minimum necessary to accomplish the objective of supporting farming operations on the property. Absent compelling need for additional area, the area identified for promotional events, including corn mazes and event parking, shall not exceed five percent or five acres of the property on which the farm stand is located, whichever is less.
3. Applicants for development of farm stands on land zoned Exclusive Farm Use (EFU) to demonstrate need for the amount of acreage they propose to remove from the agricultural land base for non-farm uses, including promotional events.
4. An applicant may seek approval to accommodate temporary parking on additional acreage during September and October of a calendar year on areas that have already been harvested or used for pasture during the current growing season. The temporary parking area shall not be graveled or otherwise rendered less productive for agricultural use in the following year.
5. An applicant owning or leasing multiple properties in farm use in Multnomah County shall be limited to only one Type II farm stand in Multnomah County.
6. Multnomah County may require consideration of alternative site plans for the property that use less agricultural land or interfere less with agricultural operations on adjacent lands.
7. Farm stand signage shall comply with County sign ordinance standards to maintain and complement the rural character of the surrounding community.



- 3.21 Fee-based promotional activities at wineries shall be limited to those that promote the contemporaneous sale of wine at the winery and whose primary purpose is significantly and directly related to the winery operation.
1. Unless authorized at wineries by statute, administrative rule or an appellate land use decision, fee based weddings, corporate retreats, family reunions, anniversary gatherings, concerts, amusement park rides, and other activities for which the primary focus is on the underlying cause for the gathering or activity rather than the winery operation, are prohibited.
  2. Create standards that limit the area and extent of wineries and associated agri-tourism activities to the extent allowed by law in order to retain a maximum supply of land in production for farm crops or livestock, to ensure public health and safety, to minimize impacts on nearby farming operations, residents, roads, traffic circulation, wildlife and other natural resources, and to maintain the rural character of Multnomah County's agricultural areas.
  3. To the extent allowed by law, develop additional standards for wineries that address potential offsite impacts such as hours of operation, the number and duration of events, noise, lighting, signs, parking, and circulation, and the size, design, and placement of structures associated with the winery.
  4. Until implementing code is adopted, the following shall apply:
    - a. Proposed wineries that would occupy more than one acre or include agri-tourism events or activities shall be sited in order to limit the overall amount of acreage proposed for the winery structures and events.
    - b. The amount of land identified for agri-tourism activities at wineries shall be the minimum necessary to retain productive farm land on the property.
    - c. An applicant may seek approval to accommodate temporary parking on additional acreage during peak season on areas that have already been harvested or used for pasture during the current growing season. The temporary parking area shall not be graveled or otherwise rendered less productive for agricultural use in the following year.
    - d. An applicant owning or leasing multiple properties in farm use in Multnomah County shall be limited to only one winery in Multnomah County.



- e. Multnomah County may require consideration of alternative site plans for the property that use less agricultural land or interfere less with agricultural operations on adjacent lands.
- f. Signage shall comply with county sign ordinance standards to maintain and complement the rural character of Multnomah County's agricultural areas.

## **West Hills Policies and Strategies**

- 3.22 Do not adopt the agri-tourism provisions of ORS chapter 215 for the West Hills rural area.

## **Sauvie Island and Multnomah Channel Policies and Strategies**

- 3.23 Do not adopt the agri-tourism provisions of ORS chapter 215 due to the island's limited road infrastructure and already high levels of visitation.
- 3.24 Support the direct sale of farm crops and livestock raised on Sauvie Island farms through u-pick facilities and farm stands in a manner that retains a maximum supply of agricultural land in productive farm use and minimizes impacts on nearby farming operations, residents, roads, traffic circulation, wildlife, and other natural resources.



## West of Sandy Policies and Strategies

- 3.25 Adopt agri-tourism provisions within the EFU zone in the East of Sandy River and West of Sandy River rural areas that are more restrictive than what ORS chapter 215 allows, subject to approval standards addressing issues including, but not limited to, the following:
- Number and duration of events, both individually and collectively
  - Attendance levels and hours of operation
  - Parking and traffic management
  - Noise
  - Signage
  - Lighting
  - Sanitation, solid waste and related matters
  - Security
  - Inspection of events
  - Siting
  - Notification requirements
  - Permit review and renewal processes
  - Complaint history
- 3.26 Agri-tourism activities and events shall be subject to a tiered review process depending upon the number and/or size of activities and events held.

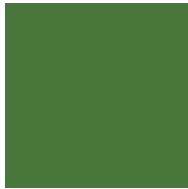
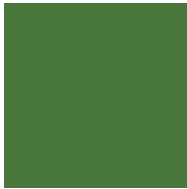
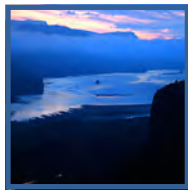
**Strategy 3.26-1:** *The County will involve interested members of the Comprehensive Plan update Community Advisory Committee and other community members when preparing code language regarding agri-tourism.*



## East of Sandy Policies and Strategies

- 3.27 Adopt agri-tourism provisions within the EFU zone in the East of Sandy River and West of Sandy River rural areas that are more restrictive than what ORS chapter 215 allows, subject to approval standards addressing issues including, but not limited to, the following:
- Number and duration of events, both individually and collectively
  - Attendance levels and hours of operation
  - Parking and traffic management
  - Noise
  - Signage
  - Lighting
  - Sanitation, solid waste and related matters
  - Security
  - Inspection of events
  - Siting
  - Notification requirements
  - Permit review and renewal processes
  - Complaint history
- 3.28 Agri-tourism activities and events shall be subject to a tiered review process depending upon the number and/or size of activities and events held.

**Strategy 3.28-1:** *The County will involve interested members of the Comprehensive Plan update Community Advisory Committee and other community members when preparing code language regarding agri-tourism.*



## CHAPTER 4 FOREST LAND



## INTRODUCTION/BACKGROUND INFORMATION

**L**and zoned and used for timber production make up the largest land use category within the rural portions of Multnomah County. One of the original, primary goals of Oregon's Statewide Planning Program is to protect existing forest lands for future forest uses and practices, including harvesting timber. Towards that end, state and local plans, policies, and laws put a premium on designating specific areas for "commercial forest use," regulating timber production through the Oregon Forest Practices Act, and restricting the number and siting of dwellings, non-forest dwellings and other uses in these areas to minimize conflicts between forest and non-forest uses. Forest practices are balanced with sound management of soil, air, water, and fish and wildlife resources to provide for natural resource protection, recreational opportunities and agriculture.

***"Views of our steep, densely forested hills from Portland, Sauvie Island, and the Tualatin Valley provide a strong sense of place in the western part of the Portland metropolitan region"***

***- West Hills Vision Statement***

This chapter provides an overview of conditions and planning issues associated with forest land, along with Comprehensive Plan policies and strategies to address them.

## Forest Land Conditions

Forest lands for timber production, natural habitat, recreation and open space are an important part of the character and economic base of Multnomah County. Forest uses are the largest land use and account for 98,841 acres or 74% of all land in rural Multnomah County. These lands include the Mt. Hood National Forest, the Columbia River Gorge National Scenic Area, land surrounding the Sandy River, and most of the Tualatin Mountains in the West Hills rural area. The County's Commercial Forest Use (CFU) zones and special districts for the Columbia River Gorge National Scenic Area (GGF and GSF) protect forest lands for commercial timber growing and harvesting, replanting, and production of forest-related products. These areas also provide opportunities for recreational use, as well as many environmental benefits, such as wildlife habitat, riparian areas, clean air, stormwater filtration, and carbon sequestration.



Table 1 - Primary Land Use Based on Zoning in Multnomah County

ZONE	ACRES	% OF ALL LAND
Forestry (CFU 1, 2, 3, 4, & 5)	98,841	74%
Farming (EFU and MUA20)	30,438	23%
Rural Residential (RR)	3,513	3%
Rural Center (OR, RC, OCI, and PHRC)	322	0%
<b>TOTAL</b>	<b>133,076</b>	<b>100%</b>

## Relevant Studies and Planning Processes

A variety of state, regional, and local plans and policies are relevant to land use planning in Multnomah County, including the following.

**Oregon Statewide Planning Goal 4, Forest Lands**, requires counties to inventory forest lands and adopt policies and ordinances that will conserve forest lands for forest uses. Associated statutes and administrative rules are found in ORS Chapter 215 and OAR Chapter 660, Division 6.

The **State Forest Practices Act** establishes rules and standards for timber management and harvesting. Counties cannot impose zoning restrictions that conflict with these forest practice rules unless a county adopts its own comprehensive forest practices ordinance in place of the State's which has not been done in Multnomah County.

**Multnomah County's Past Rural Area Plans** include background information and policies related to forest land that have been incorporated in this Plan.

**Multnomah County's Zoning Code** contains a Commercial Forest Use zoning district which specifies allowed and conditional uses that support and protect forestry practices throughout the County. There are currently six CFU zones applied throughout the County (CFU and CFU 1-5) with slight variations to each zone.



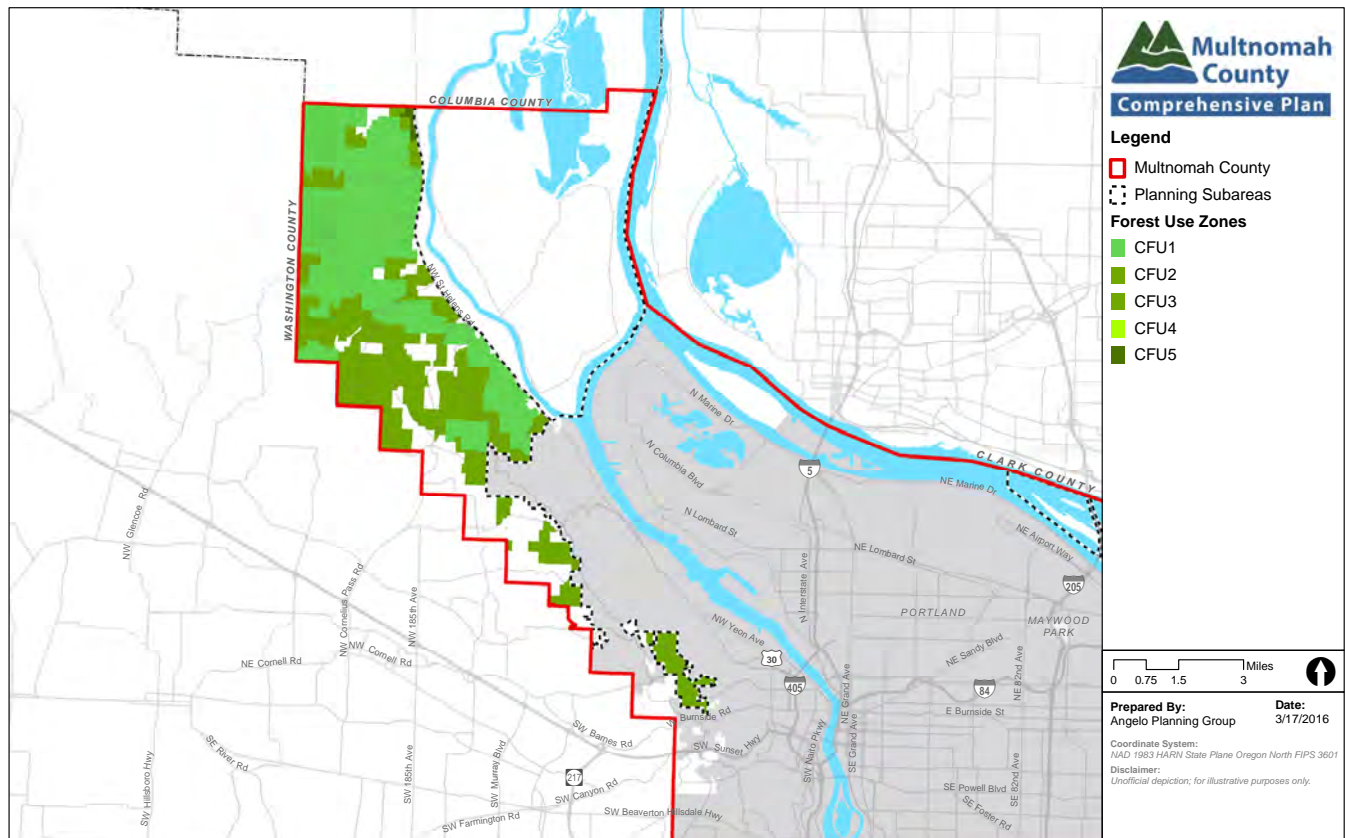


Figure 1- Forest Zones, Western Multnomah County

## Key Planning Issues and Supporting Information

A number of key planning issues affect land use planning policies and practices in the rural portions of Multnomah County:

- **Implementation of State rules and regulations.** State rules are very specific about the use of lands designated forest use. Forest operations, practices, and auxiliary uses are subject only to the regulation of uses found in ORS 527.722. These include:
  1. uses related to, and in support of, forest operations;
  2. uses to conserve soil, water, and air quality, and to provide for fish and wildlife resources, agriculture, and recreational opportunities appropriate in a forest environment;
  3. locationally dependent uses;
  4. large acreage dwellings authorized by OAR 660, Division 6;
  5. template dwellings authorized by OAR 660, Division 6; and

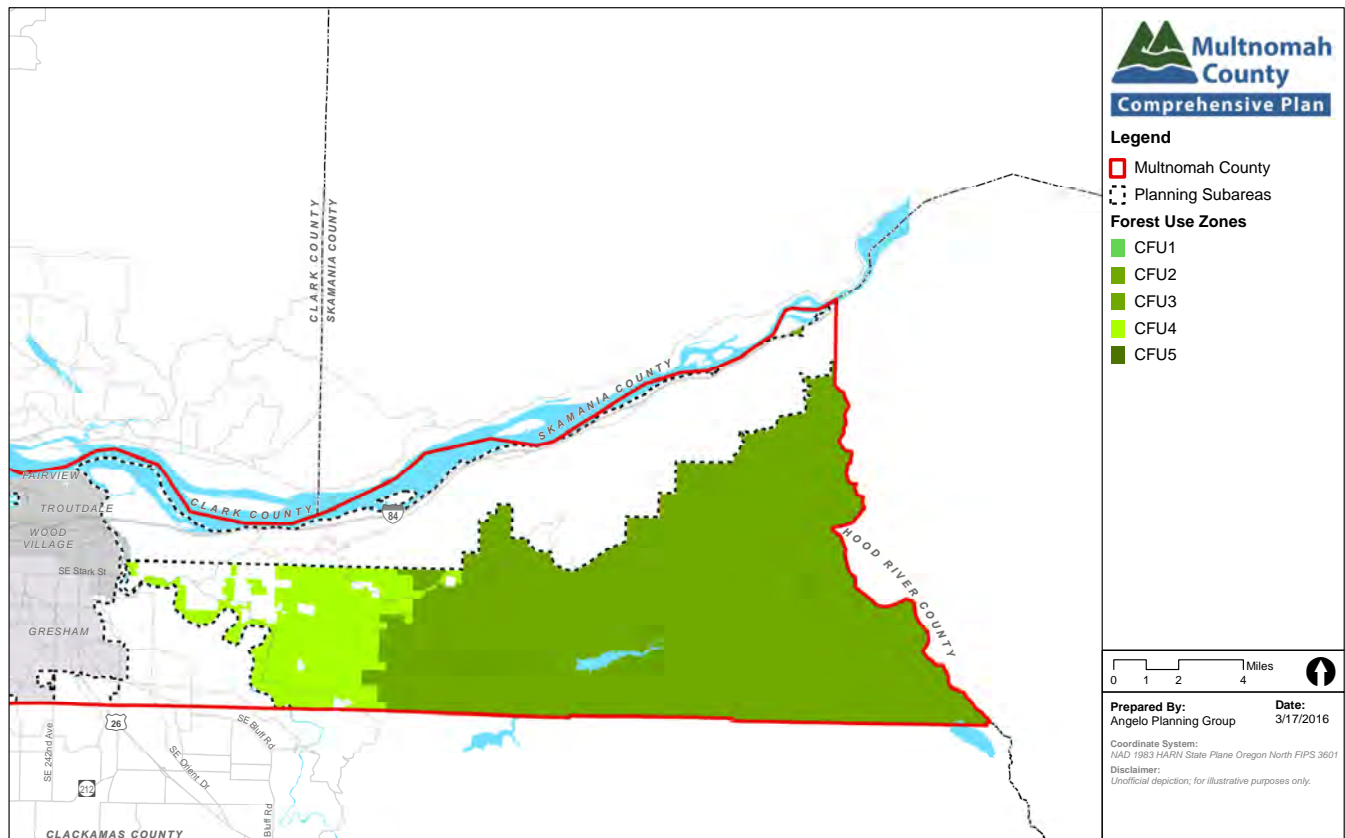


Figure 2- Forest Zones, Eastern Multnomah County

6. heritage dwellings, authorized by OAR 660 Division 6.

These uses are further subject to standards set forth in Statewide Planning Goal 4 and Oregon Administrative Rule 660, Division 6. The Comprehensive Plan and Zoning Code are consistent with and implement these requirements.

- Siting of dwellings and accessory structures.** Oregon state law provides very specific guidance on the location of dwellings in forest zones. Dwellings can be permitted via three different methods – large tract dwelling, template dwelling, or heritage dwelling. Those terms speak to the underlying conditions that must be met in order for a dwelling to be allowed. In the preparation of this Comprehensive Plan, discussion of this issue among the community generally and the Advisory Committee in particular centered around whether to retain existing County policies and standards, which are consistent with but are more restrictive than state regulations related to how and where to allow forest dwellings, or whether to revise them to simply comply with the minimum requirements of state law. The Advisory Committee decided to recommend policies that maintain standards that are more restrictive than the minimum requirements of state law.



## GOAL, POLICIES, AND STRATEGIES

**Goal:** To conserve forest lands in forest zones for timber production, while practicing sound management of natural resources and hazards, providing for recreational activities where appropriate, and minimizing conflicts between forest production and non-forest production uses and activities.

### Policies and Strategies Applicable County-wide

#### *General Policies (Allowed Uses and Practices) for CFU Zones*

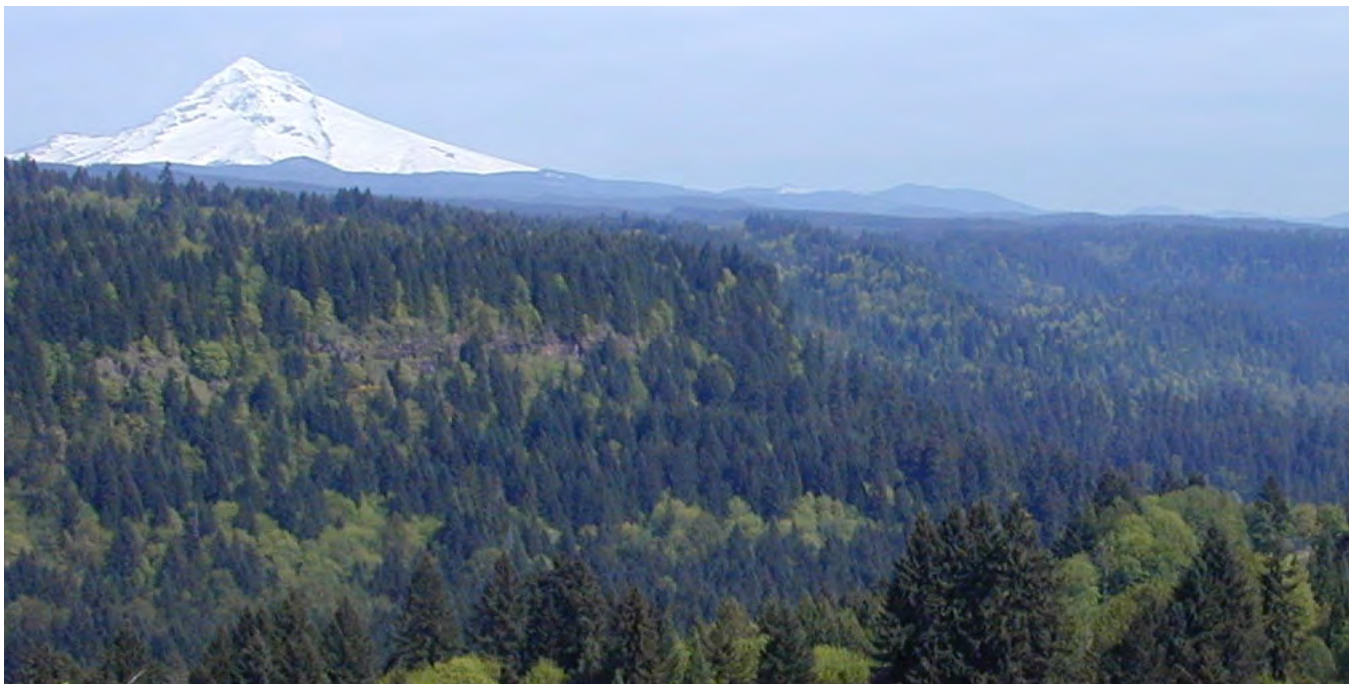
Similar to agricultural land protection, the Oregon land use planning program gives priority to protection of forest lands for commercial forest production and harvesting over other permitted uses. This is reflected in the state law which grants CFU zoned properties immunity from private action based on normal and customary forest practices.

The State Forest Practices Act also establishes rules and standards for timber management, harvesting, and related practices. According to the Oregon Department of Forestry, counties cannot impose zoning restrictions that conflict with these forest practice rules unless the County adopts its own comprehensive forest practices ordinance in place of the State's. Multnomah County does not have its own forest practices ordinance. The following policies are consistent with and implement state requirements and local community intentions related to use of forest lands.

- 4.1 Designate and maintain as commercial forest land, areas which are:
  1. Predominantly in Forest Cubic Foot Site Class I, II, and III for Douglas Fir as classified by the U.S. Soil Conservation Service; and
  2. Suitable for commercial forest use and small woodlot management; and
  3. Potential reforestation areas, but not, at the present, used for commercial forestry; and
  4. Not impacted by urban services; and
  5. Cohesive forest areas with large parcels; or
  6. Other areas which are:
    - a. Necessary for watershed protection or are subject to landslides, erosion or slumping; or
    - b. Wildlife and fishery habitat areas, potential recreation areas, or of scenic significance.



- 4.2 Maximize retention of forest land by maintaining Commercial Forest Use designated areas with forestry as the primary allowed use.
- 4.3 Require that applications for new development comply with Lot of Record standards described in the CFU zoning code.
- 4.4 Allow forest management with related and compatible uses and restrict incompatible uses from the commercial forest land area, recognizing that the intent is to preserve the best forest lands from inappropriate and incompatible development.
- 4.5 Redesignating land from Commercial Forest Land Use to another land use classification should be in accord with the standards set forth by the LCDC Goals, OAR's, and in this Plan.
- 4.6 If current statewide planning regulations of Commercial Forest Use lands are changed, Multnomah County should not allow new subdivision lots of less than 80 acres in the CFU district in order to preserve forest practices and natural resources such as wildlife habitat, streams, and scenic views.
- 4.7 Do not support zone changes that remove productive forest land from the protections of Goal 4 of the Oregon Statewide Planning Program.





### *Forest Dwellings (including Siting Policies)*

State laws and administrative rules provide clear, detailed guidance and options for when and how dwellings can be located in forest zones. They provide three options - large tract dwelling, template dwelling, or heritage dwelling. County standards and policies are consistent with these options but also vary by rural planning area and include some provisions that are stricter than the state requirements, including requiring parcel aggregation and additional requirements related to heritage dwellings. This Plan continues to support this approach, consistent with the County's overall goals to support forestry operations, promote rural character, and minimize conflicts between forest and non-forest uses in CFU zones.

In CFU zones, the County's Zoning Code also seeks to minimize conflicts between forest management activities and residences by requiring dwellings to meet forest practices setback standards from adjacent forest lands and by requiring dwellings and other structures to be sited where they have the least impact on nearby or adjoining forest lands and other neighboring land uses. In addition, all of the County's CFU zones require the landowner of any new dwelling to record a document prohibiting them or their successors from filing a claim for injury from forest practices for which no action or claim is allowed by statute.

- 4.8 Allow non-forest uses, such as residences, on Commercial Forest Use lands as permitted by Oregon Administrative Rules, subject to lot aggregation requirements and other development standards that exceed minimum state requirements to better ensure public safety, public health and welfare, and protection of natural and environmental resources. Limit new non-forest uses and expansion of existing non-forest uses. This will result in a forest protection program for the County that is more restrictive than what state statutes and rules require.
- 4.9 Recognize differences among Commercial Forest Use zoning around the County by allowing non-forestry related uses, such as residences, on Commercial Forest Use lands not in the Mt. Hood National Forest or on large commercial forest tracts adjacent to the National Forest Boundary, according to any or all of the following conditions:
  1. Dwellings on 160 acre tracts or 200 acre non-contiguous tracts;
  2. Dwellings on existing lots of record owned continuously by the current owner or antecedents of the current owner since 1985 which are capable of producing less than 5,000 cubic feet per year of commercial timber;



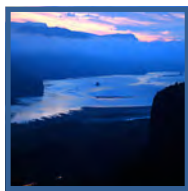
3. Dwellings on existing lots of record which contain at least eleven existing lots and five existing dwellings within a 160 acre square template centered on the lot of record containing the proposed dwelling;
  4. Dwellings authorized under ORS 195.300 through 195.336 (Measure 49 claims).
- 4.10 Allow new template dwellings under the current standards of the CFU zone that are more restrictive than state requirements.
  - 4.11 Allow no dwellings, or other uses which are incompatible with commercial forestry, on lands of the Mt. Hood National Forest and adjacent large commercial timber parcels.
  - 4.12 All approved dwellings in Commercial Forest Use zones must meet additional development standards and lot aggregation requirements to ensure public safety, public health and welfare, and protection of natural and environmental resources.
  - 4.13 Except where disaggregation is currently allowed in the East of Sandy River rural area, prohibit creation of new lots or parcels, except as authorized by code, which detracts from forestry practices and from protection of open space and rural community character.
  - 4.14 Allow new dwellings on lands designated for Commercial Forest Use only when it can be demonstrated that they will have no significant impact upon forestry practices, open space, public facilities, wildlife habitat, and rural community character.
  - 4.15 Ensure that any proposed new dwelling in the Commercial Forest Use designated areas receives appropriate public review by providing comprehensive notice and review opportunity prior to any land use decision.



- 4.16 Adopt provisions within the CFU zones that require clustering of dwellings near existing public roads, and clustering of dwellings, structures, and adjacent development to minimize conflicts with wildlife, natural and environmental resources, forest and agricultural practices, public safety, and infrastructure. Allow for exceptions based on topographical and other unique constraints of the property.
- 4.17 Require clustering of dwellings and accessory structures in CFU zones to establish a clear relationship between the primary use and accessory use and to minimize the amount of tree removal and clearing between buildings.

## **Policies and Strategies Applicable to Individual Subareas**

There are no forest land policies specific to individual subareas.



## CHAPTER 5 NATURAL RESOURCES



## INTRODUCTION/BACKGROUND INFORMATION

**M**aintaining environmental quality and protecting natural resources is essential for livability in Multnomah County, including a strong and sustainable economy. The County's natural resources -- from its many streams and rivers, to the wetlands on Sauvie Island, to the wildlife habitat in the West Hills and East County, to the grand beauty of the Columbia River Gorge -- are visual and ecological assets. Each is a major factor in defining the character of the rural areas of the County and each contributes to the quality of life for residents and visitors. Protecting and conserving these resources are vital components to a successful land use program. Protecting and managing these resources helps improve the quality of air we breathe, the ground we walk on, and the water in aquifers, wetlands, streams, and lakes.

Goals 5 (Natural Resources, Scenic and Historic Areas, and Open Spaces) and 6 (Air, Water, and Land Resources Quality) of Oregon's statewide planning goals require cities and counties to plan for the management and protection of natural resources, including maintaining air, land, and water quality and protecting riparian corridors, wetlands, and wildlife habitat. Goal 15 (Willamette River Greenway) also protects the Willamette River and includes requirements for land uses and other activities adjacent to it. These goals and their associated administrative rules call for cities and counties to inventory significant natural resources and create and implement programs to protect them from impacts associated with land use and development.

***"For our environment we envision the people of our community living in close proximity to nature, conserving and caring for our precious natural resources. We envision healthy and unpolluted air, soils and streams."***

***- East of Sandy River Community Vision***

This chapter provides an overview of conditions and planning issues associated with natural resources and environmental quality, along with Comprehensive Plan policies and strategies to address them, including the following topics:

- Water quality and erosion control
- Rivers, streams, and wetlands
- Wildlife habitat
- Air quality, and noise and lighting impacts
- Scenic views and sites
- Tree protection
- Wilderness areas
- Mineral and energy resources

Cultural and historic resources are addressed in Chapter 6 and additional policies related to solid waste management, wastewater treatment, and stormwater management can be found in Chapter 11.



## Natural Resource Conditions

### Water and Riparian Resources

There are numerous lakes, creeks, and streams, and three large rivers in the rural areas of Multnomah County. The three rivers are the Columbia, the Willamette, and Sandy, but numerous tributary streams crisscross the eastern and western portions of the County. During the 1990s, the County inventoried these resources and conducted an analysis of economic, social, environmental, and energy impacts of potential development on these and other natural resources to help guide the County's environmental protection program. Since that time, the State of Oregon has prepared updated maps and inventories of rivers and streams in Multnomah County and other areas of the state.

Figures 1 and 2 illustrate riparian areas (creeks, streams, rivers, and other bodies of water) that have been inventoried and identified as significant riparian resources in the rural parts of the County. Riparian areas labeled as SEC Water Resource (SEC-WR) and SEC Streams (SEC-S) are those streams subject to the County's Significant Environmental Concern overlays for water resources and streams, respectively. Areas labeled Riparian Wildlife Habitat areas (Metro) represent riparian areas and associated habitat

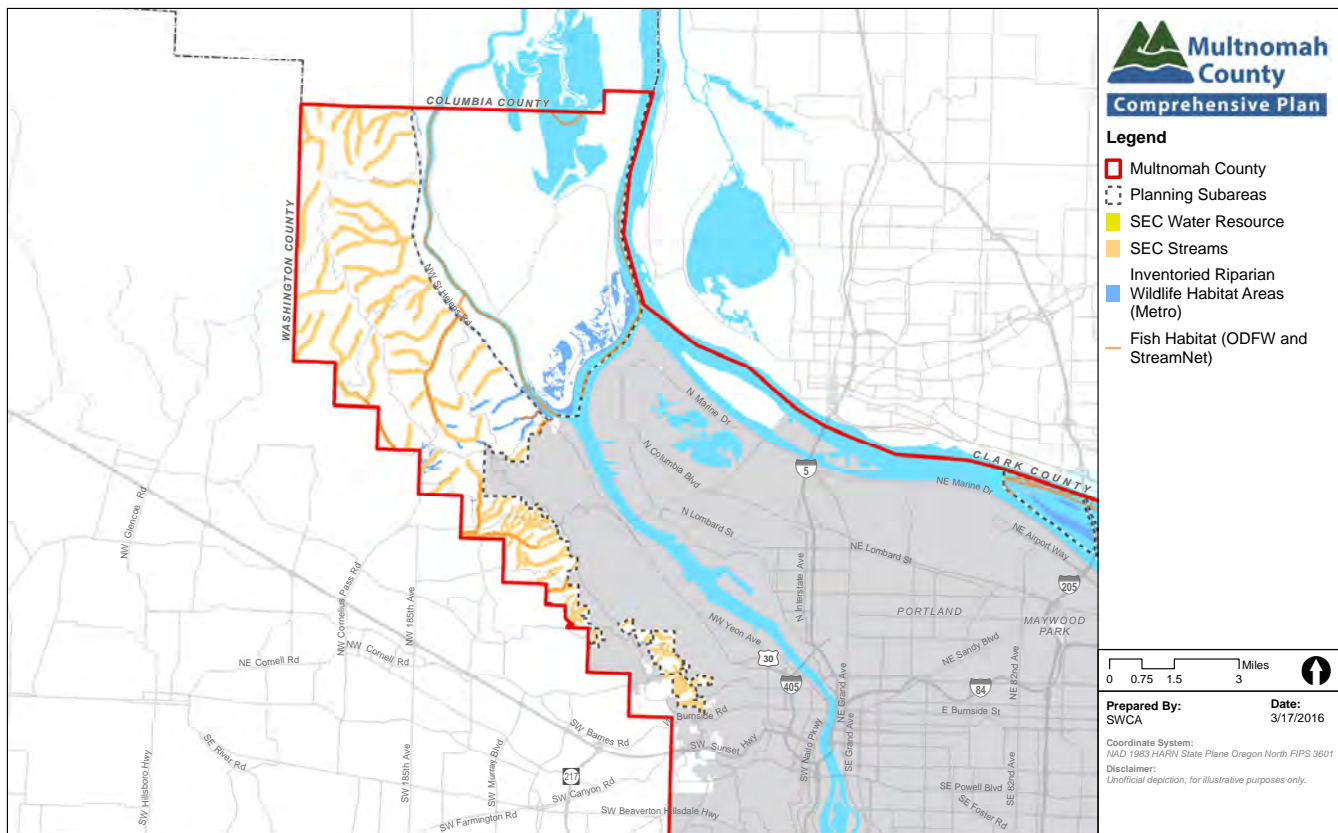


Figure 1- Riparian Areas, Western Multnomah County



inventoried by Metro within approximately one mile outside of the Metro Urban Growth Boundary. Areas labeled Fish Habitat (ODFW and StreamNet) have been identified by the State of Oregon and other sources as fish-bearing streams. These maps are intended for illustrative purposes only. Regulations and associated maps are included in the County's Zoning Ordinance and associated geographic information system (GIS) data. The maps show the approximate location of the inventoried streams. However, they do not necessarily denote the size or geographic boundaries of the resources or associated areas which are subject to County regulations.

Multnomah County protects water quality, ecological function, and wildlife habitat associated with streams and rivers through the County's Significant Environmental Concern (SEC) overlay zones for streams and water resources (SEC-s and SEC-wr), scenic waterways (SEC-sw), significant wetlands (SEC-w), wildlife habitat (SEC-h), and Willamette River Greenway (WRG). Although the SEC-h overlay does not directly apply to riparian areas, it protects upland wildlife habitat areas which in turn can have a beneficial effect on adjacent riparian corridors. The majority of the area within the West Hills, including numerous riparian corridors, is within a SEC-h overlay. The SEC overlay inventories and protection programs limit and regulate development activity within designated stream conservation areas and water resource areas associated with significant streams and protected water features.

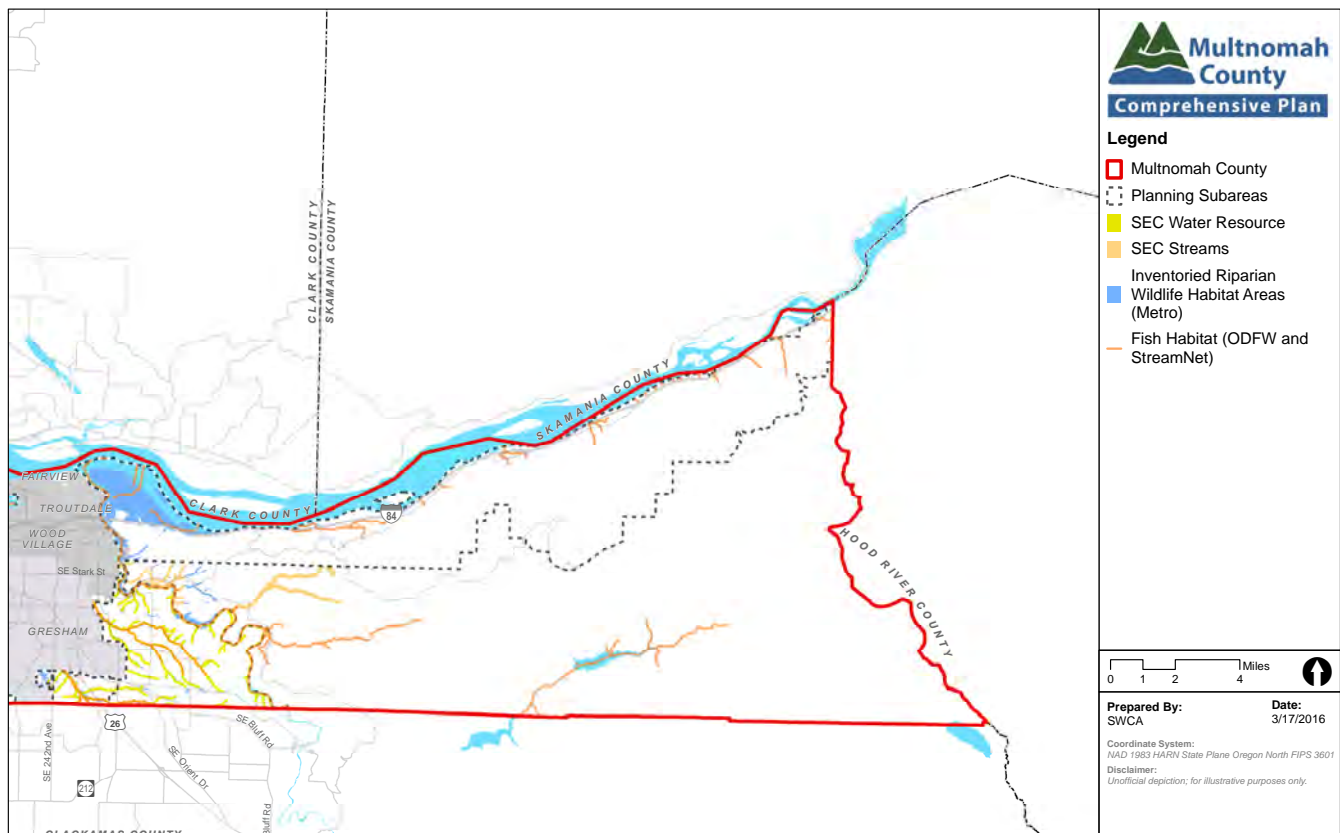


Figure 2- Riparian Areas, Eastern Multnomah County



Water quality in streams and rivers also is protected through state regulation of discharges to waterways through the National Pollutant Discharge Elimination System (NPDES) permitting program. Any land use discharging liquid into a river or stream must meet state and federal pollution standards. National and state requirements associated with the federal Endangered Species Act also help protect water quality and aquatic habitat in streams and rivers by minimizing impacts of any state or federally funded projects that could adversely affect a riparian area. Water quality also is protected by the County's grading and erosion control requirements which help avoid and minimize impacts of erosion associated with land development.

In addition, County and national flood prevention and floodplain protection requirements help ensure that areas within floodways and floodplains associated with riparian areas can provide flood storage and flow movement functions in the event of a flood.

Groundwater serves the function of naturally replenishing surface waters such as wetlands, streams, and lakes. This helps provide vital habitat for aquatic organisms and wildlife. It also is a source of clean water to help meet human water needs for drinking, household use, commercial/industrial use, and irrigation. This is particularly true in rural areas, which rely on wells for their water supply. The primary causes of groundwater degradation are from agricultural practices and wastewater from septic systems. State and county requirements associated with installation of septic systems help protect groundwater quality by ensuring that a septic system is adequately sized to accommodate the development's effluent and to effectively filter potential pollutants from wastewater.





## Wetlands

Wetlands, including swamps, bogs, fens, marshes, and estuaries, play a crucial role in a healthy ecosystem by providing essential habitat for waterfowl, fish, amphibians, and many other animal and plant species. The state defines a wetland as an area that is inundated or saturated by surface water or groundwater at a frequency and duration sufficient to support, and that under normal circumstances does support, a prevalence of vegetation typically adapted for life in saturated soil conditions (Oregon Administrative Rule (OAR) 660-023-0100). These areas also serve several natural hydrological functions, including absorbing flood waters, sustaining summer stream flows, replenishing groundwater, and filtering out harmful pollutants from waterways. However, these beneficial functions of wetlands may be adversely affected by human activities such as encroachment through development, alterations to natural drainage patterns, pollution, and the introduction of nuisance or invasive plant species.

Figures 3 and 4 illustrate the approximate location of wetlands that are either subject to the County's Significant Environmental Concern regulations, labeled as SEC Wetlands (SEC-W), or which have been inventoried as wetlands by the State of Oregon (Statewide Wetland Inventory). These maps are intended for illustrative purposes only. Regulations and associated maps are included

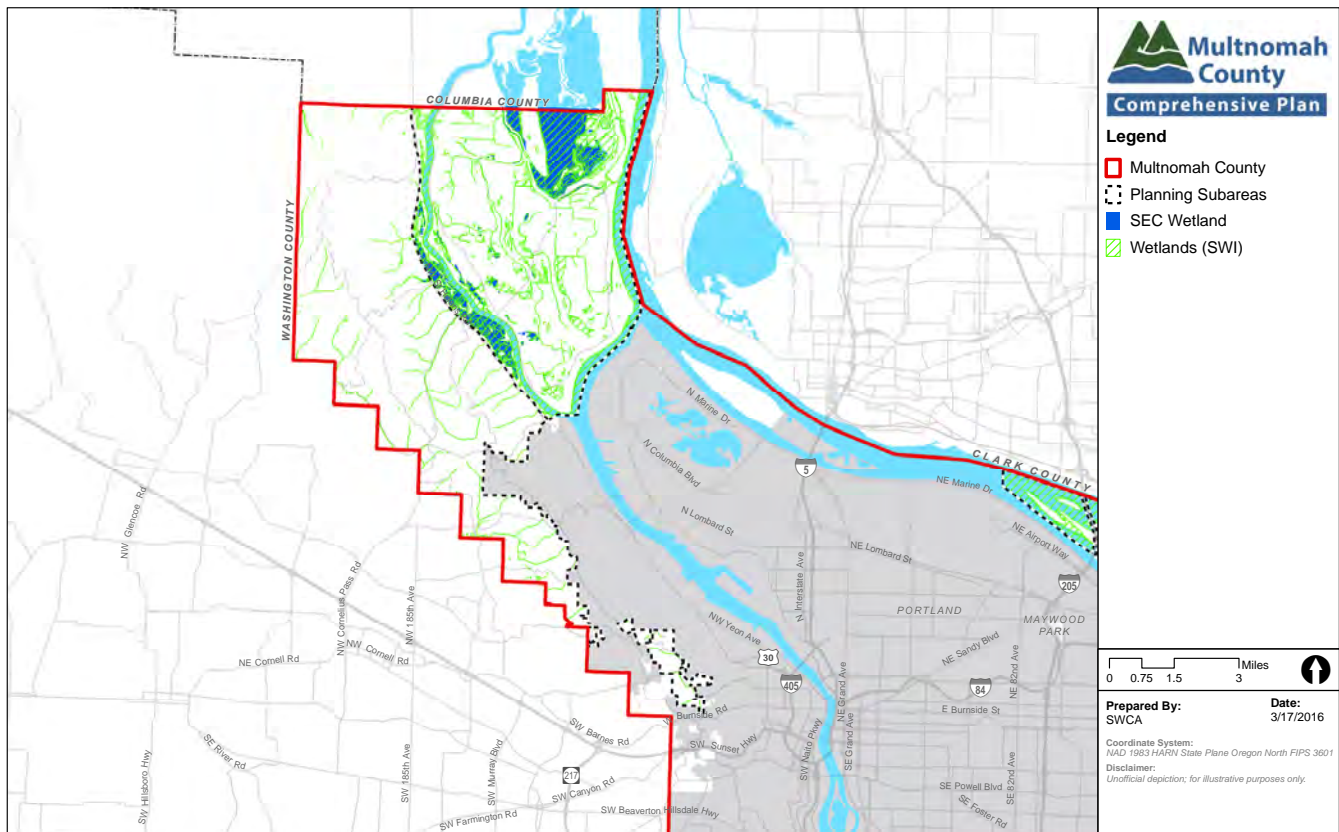
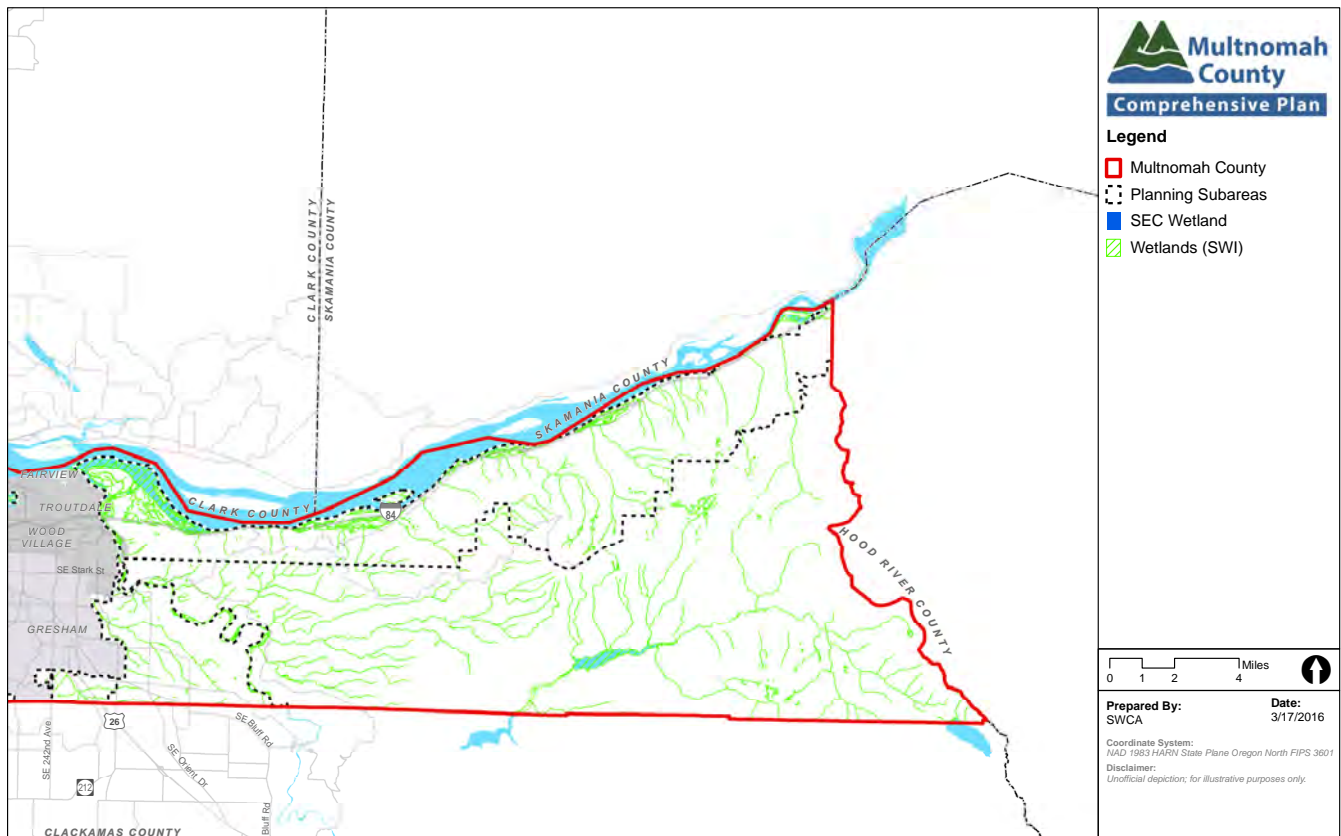


Figure 3- Wetlands, Western Multnomah County



**Figure 4- Wetlands, Eastern Multnomah County**

in the County's Zoning Ordinance and associated geographic information system (GIS) data. The maps show the approximate location of the inventoried wetlands. However, they do not necessarily denote the exact size or geographic boundaries of the resources or associated areas which are subject to County regulations.

To meet Statewide Planning Goal 5 - Wetland requirements, at minimum, counties are required to adopt the Statewide Wetland Inventory (SWI). A county may also elect to create a Local Wetland Inventory (LWI) as outlined in OAR Chapter 660, Division 23. Multnomah County has completed the process of determining significant wetlands and has a LWI. These wetlands are primarily located on Sauvie Island, with a more limited number found in the East of Sandy and West of Sandy areas. Additionally, the County has analyzed the economic, social, environmental, and energy (ESEE) consequences that could result from a decision to allow, limit, or prohibit a conflicting use to create regulations that are contained in its SEC-wetland overlay zone.

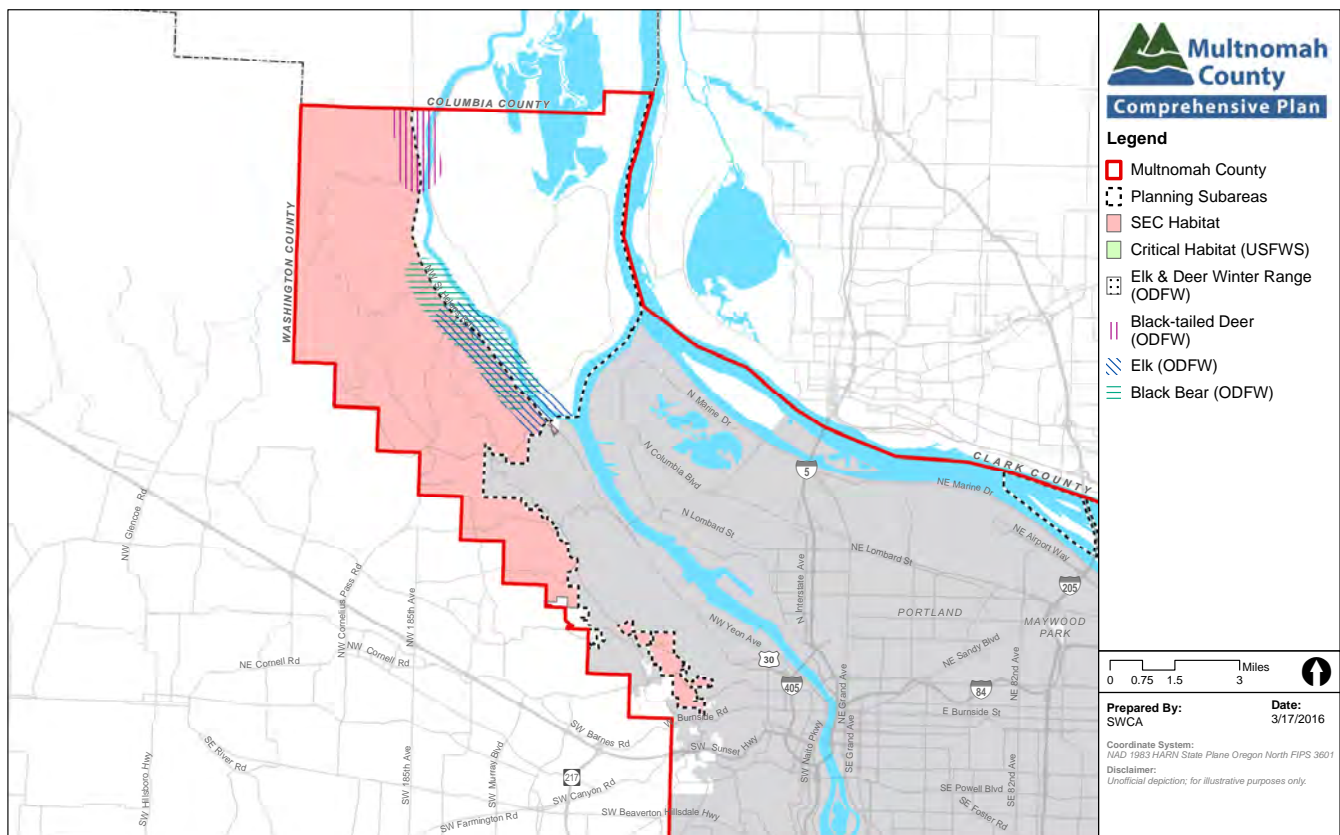
The County's SEC-w regulations require either that wetlands designated as SEC-w be buffered from development or that mitigation occur for impacted wetlands. Property owners who are proposing to develop any area within a designated wetland are required to notify and obtain permits from the Oregon

Department of State Lands (DSL) which regulates the alteration and filling of wetlands. The DSL and US Army Corps of Engineers generally require that development avoid wetlands. If a property owner or developer is allowed to fill or alter a wetland, they typically are required to mitigate those impacts by creating new wetlands, enhancing or restoring on-site or off-site wetlands, or contributing to a wetland mitigation bank that provides for off-site restoration of wetlands.

## Wildlife Habitat

Multnomah County's rural areas are home to a wide variety of birds, mammals, fish, amphibians, and reptiles. Significant wildlife habitat are found in forested lands in the East and West of Sandy River and West Hills areas, the areas surrounding Multnomah Channel, wetlands areas on Sauvie Island, and rivers and streams throughout the County.

Figures 5 and 6 illustrate wildlife habitat areas that have been inventoried and identified as significant wildlife habitat resources in the rural parts of the County. Habitat areas labeled as SEC Habitat (SEC-H ) are those habitat areas subject to the County's Significant Environmental Concern overlays for wildlife habitat. All other habitat areas have been identified by the Oregon Department of Fish and Wildlife (ODFW) as wildlife habitat areas. These maps



*Figure 5- Wildlife Habitat, Western Multnomah County*



are intended for illustrative purposes only. Regulations and associated maps are included in the County's Zoning Ordinance and associated geographic information system (GIS) data. The maps show the approximate location of the habitat areas. However, they do not necessarily denote the exact size or geographic boundaries of the resources or associated areas which are subject to County regulations.

In the western part of the County, the majority of the West Hills or Tualatin Mountains has been determined to be significant wildlife habitat. This ecosystem is part of a larger system which includes Forest Park to the south and east and natural areas in Washington and Columbia Counties, stretching eventually to the Oregon Coast Range, on the north and west. Forest Park is especially dependent upon a natural connection to the Coast Range in order to retain the diversity of wildlife which makes the park a uniquely intact wildlife habitat. The wildlife habitat in Forest Park is designated as of state importance, including an ODFW Conservation Opportunity Area (CR-09). Metro's 2006 Natural Areas Bond measure identifies portions of the West Hills around Forest Park and in the upper Rock Creek basin as significant natural areas. The Balch Creek area also is an integral part of this wildlife habitat resource, because it is adjacent to Forest Park, close to the Portland metropolitan area, and identified by the City of Portland as having significant wildlife habitat values. Portions of

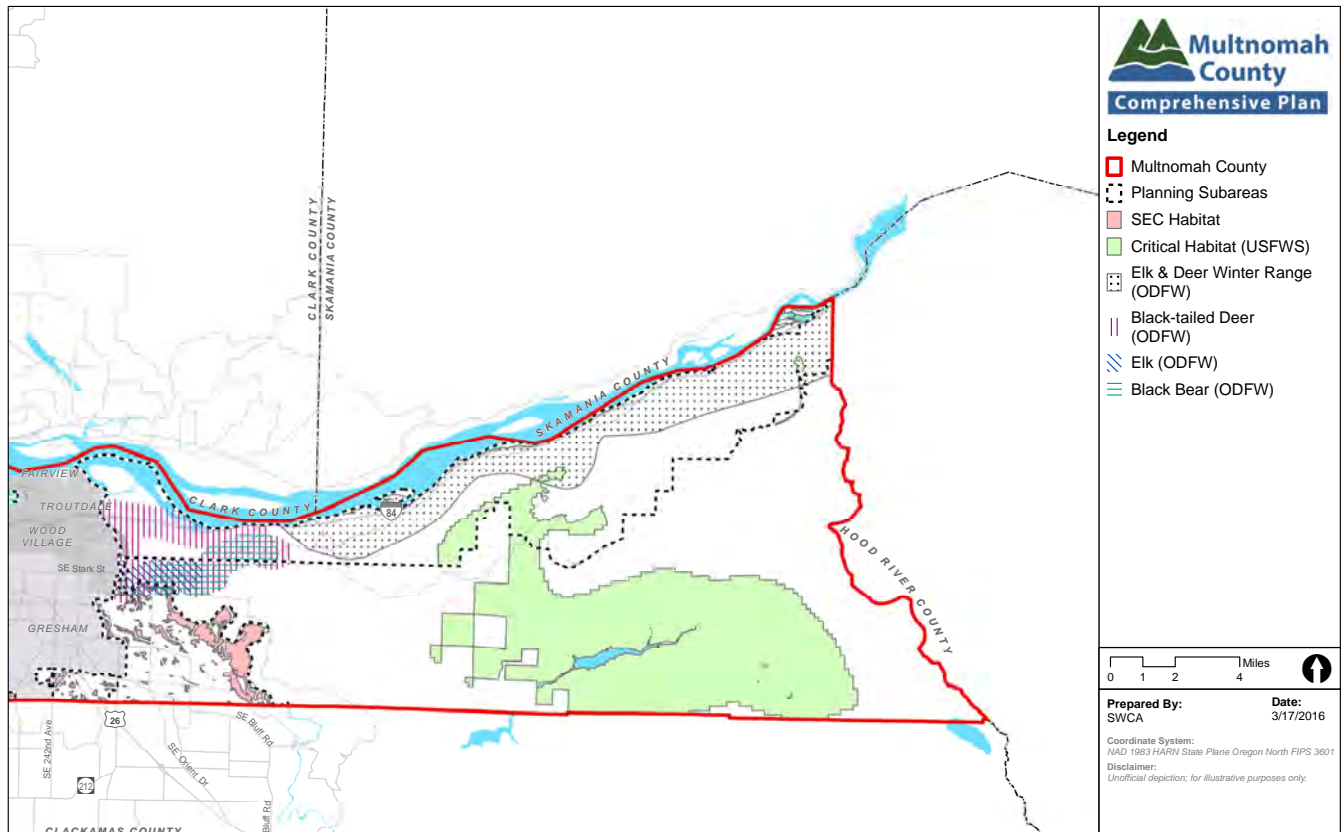


Figure 6- Wildlife Habitat, Eastern Multnomah County



Sauvie Island adjacent to the Multnomah Channel have been identified by the state as having prime wildlife habitat for black-tailed deer, Roosevelt elk, and western painted turtles.

In the eastern part of the County, large areas along the Sandy River, within the Columbia River Gorge, and in the Bull Run Watershed have been identified as significant or critical wildlife habitat for a variety of species. Many of these areas are currently within the County SEC-h overlay, or are protected by requirements associated with the Columbia River Gorge National Scenic Area, CFU-3 zoning, Bull Run Watershed or the Mt. Hood National Forest.

Additional protection may be warranted for lands adjacent to Multnomah Channel and lands in the East of Sandy River planning subarea based on current mapping of wildlife habitat areas by the Oregon Department of Fish and Wildlife.

Fish and wildlife species depend on a complex array of habitat conditions for their food, water, mobility, security, and reproductive needs. Limiting the impacts of land use and development in these areas is critical for sustaining wildlife populations. The SEC-h overlay provisions generally require that development be clustered near roads, that fencing be designed to support wildlife passage, that a wildlife conservation plan be prepared, the types of vegetation that may be planted are limited to native species and existing trees and other vegetation be preserved. US Forest Service and CFU-3 zoning requirements have even stricter development limitations surrounding the Bull Run watershed (identified as critical habitat by the US Forest Service) with very few land use activities permitted there. In addition to these regulatory programs, there are a number of voluntary programs available to protect wildlife habitat, including conservation easement and tax incentive programs.

### *Scenic Views*

In the West Hills and Sauvie Island/Multnomah Channel planning subareas, Multnomah County has identified scenic views of the West Hills from a number of specific viewing areas as significant. These include several parks and wildlife areas. The County's SEC-v overlay, which is generally located along the east slope of the West Hills, requires that development must be visually subordinate to the larger surrounding landscape in order to protect the area's overall scenic qualities as seen from identified viewing areas.



## Relevant Studies and Planning Processes

A variety of state, regional, and local plans and policies are relevant to planning for natural resources in Multnomah County, including the following.

Oregon's **Statewide Planning Goals 5 and 6** provide overall guidance for protecting the quality of air, land, and water resources and for inventorying and protecting significant natural resources, including riparian areas, wetlands, and wildlife habitat areas, as well as mineral and aggregate resources. Cities and counties are required to identify these resources, determine which ones are considered to be significant and establish a protection program for them. They may use "safe harbor" approaches for some resources or develop their own program which must meet or exceed safe harbor requirements.

The **Columbia River Gorge National Scenic Act** establishes a national scenic area to protect and provide for the enhancement of the scenic, cultural, recreational, and natural resources of the Columbia River Gorge. It also protects and supports the economy of the Columbia River Gorge area by encouraging growth to occur in existing urban areas.

The **Forest Park Natural Resources Management Plan** formulates goals, strategies, and actions to protect and enhance park resources and manage recreation use. The plan includes recommendations, strategies and actions, identifies projects, and provides regulations which govern park activities

The **Mt. Hood Land and Resources Management Plan** is administered by the United States Forest Service and guides all natural resource management activities and establishes management standards and guidelines for all of the areas in the Forest. It describes resource management practices, levels of resource production and management, and the availability and suitability of lands for resource management.

Consistent with the federal **Clean Water Act**, the **Oregon Department of Environmental Quality (DEQ)** establishes standards for water quality and wastewater discharges, including standards for treatment and allowable types of systems that can be used in rural areas, as well as for discharge of pollutants to streams or rivers. The DEQ also monitors and administers regulations associated with air quality.

**Metro Title 13** requires counties and cities to protect significant streams within the Metro jurisdictional boundary and provides a legal framework for doing so. In January 2010, Multnomah County added additional stream corridors to the SEC-s and SEC-wr regulatory program in order to comply with Title 13.



The **East of Sandy River Wildlife Habitat and Stream Corridor ESEE Report (Revised January 1997)** forms the basis for applying the SEC regulatory program within the East of Sandy River Planning subarea.

The **Wetlands Inventory Study prepared by Esther Lev, Environmental Consult (August 1988)** forms the basis for applying the SEC-w overlay in the Sauvie Island/Multnomah Channel planning subarea.

The **West Hills Reconciliation Report (Revised May 1996)** establishes the basis for statewide Goal 5 protections in the West Hills planning subarea. The report provides ESEE analyses specific to wildlife, streams, scenic views, and the Angell Brothers aggregate quarry site. The report was adopted by ordinance as an amendment to the Comprehensive Plan.

The **West of the Sandy River Rural Area Transportation and Land Use Plan Wildlife Habitat and Stream Corridor ESEE Report (December 2002)** forms the basis for the Significant Environmental Concern protection program for water resources and wildlife habitat in the West of Sandy River planning subarea.

The **Howard Canyon Reconciliation Report (Revised October 2004)** was originally adopted in 1994 by ordinance as part of a Goal 5 work program to reconcile stream and aggregate resources in the Howard Canyon area of the East of Sandy River planning subarea. The 1996 amended report provided an ESEE analysis of the Howard Canyon aggregate mine, which concluded that proposed levels of mining at the site were acceptable in terms of impacts to nearby land uses. The report was amended in 2004 to not protect mining at the site and effectively prohibit any mining at the site except what is currently allowed by DOGAMI.

**Multnomah County's Zoning Code** includes standards for the Significant Environmental Concern overlay zones, which protect a variety of different types of resources, including streams, water resources, wildlife habitat, wetlands, scenic views, and scenic rivers. The zoning code also contains additional standards for mineral and aggregate natural resources.

The **Multnomah County Climate Action Plan** serves as the 40-year roadmap for the institutional and individual change needed to reduce community-wide greenhouse gas emissions 80% by 2050 as well as preparation strategies to address anticipated physical and societal effects of climate change. The County Climate Action Plan includes a number of actions and strategies related to protection of natural resources, and air and water quality which are repeated in this chapter.



## Key Planning Issues and Supporting Information

A number of key planning issues affect natural resource planning policies and practices in the rural portions of Multnomah County:

- **Support for conservation and protection of natural resources.** This and other chapters of the Comprehensive Plan include a variety of policies aimed at protecting natural resources because of their importance in maintaining environmental quality and in sustaining more desirable, livable communities. While some community members have expressed concern about how these policies impact use of their property, the majority of participants involved in the Comprehensive Plan update process support the natural resource protection policies in this Plan.
- **Updated inventories of natural resources.** Additional natural resource sites not previously protected by County overlay zone provisions were identified during the most recent Comprehensive Plan update. Per state requirements, the County had several options for protecting these resources. Based on discussion and support from the project's Community Advisory Committee and other community members, the County elected to undertake a new ESEE analysis to identify potential land uses on or near each resource site and analyze the consequences of potential development to establish a protection program. The new resource sites include several riparian corridors in both East and West County and wildlife habitat adjacent to the Multnomah Channel and in the East of Sandy River area. The County also decided to apply its local wetland inventory based on the work from the Wetland Inventory Study for Sauvie Island/Multnomah Channel.





- **Expansion of scenic view overlay zone.** Community and CAC members discussed and recommended considering expansion of the County's SEC-v (scenic view) overlay zone to include the west side of the Tualatin Mountains as a scenic view area. This would require that development between the base of the mountains and ridgeline be visually subordinate to the surrounding landscape.
- **Tree preservation.** Trees are an integral part of the County's landscape and serve a wide variety of functions, including providing shade, absorbing carbon dioxide and producing oxygen, providing habitat for wildlife, and contributing to the beauty and rural character of the County. Trees are often cut down as part of the development process, either to make room for new buildings or to improve views associated with them. Based on CAC and community input and guidance, the Comprehensive Plan includes a number of policies aimed at preserving trees and minimizing their loss during development.
- **Balancing recreational use with protection of natural resources.** Oftentimes, recreational facilities are sited within environmentally sensitive areas where it is important to balance recreation needs with natural resource management and protection objectives. This issue was raised by community members during preparation and update of this Comprehensive Plan and a number of policies direct the County to balance these two different types of objectives.





## GOAL, POLICIES, AND STRATEGIES

**Goal:** To protect and restore rivers, streams, wetlands, wildlife habitat and other natural resources; maintain and enhance air, water, and land quality; conserve scenic areas and open spaces; and maintain natural resources' contribution to the rural character of the County.

### Policies and Strategies Applicable County-wide

The policies in this chapter focus on management and protection of a full range of natural resources, including water resources (streams, rivers, and wetlands), fish and wildlife habitat, wilderness areas, tree protection, and scenic views and sites. They also generally address air and water quality, noise and lighting impacts, and mineral and energy resources.

#### *General Policies and Strategies*

- 5.1 Identify and protect natural resources in order to promote a healthy environment and natural landscape that contribute to Multnomah County's livability.
- 5.2 Protect natural areas from incompatible development and specifically limit those uses which would significantly damage the natural area values of the site.

**Strategy 5.2-1:** *Utilize the Oregon Natural Heritage Resources Register to maintain a current inventory of ecologically and scientifically significant natural areas.*

**Strategy 5.2-2:** *Incorporate headwaters management strategies into County planning activities with the understanding of the importance of headwaters and their critical ecosystem role.*

- 5.3 Encourage voluntary conservation efforts such as conservation easements and community-based restoration projects that complement Multnomah County's Goal 5 (Natural and Cultural Resources) and Goal 15 (Willamette River Greenway) regulatory programs and if possible, extend the Riparian and Wildlife Habitat tax deferral to all lands that are eligible by administrative rule or statute within the County.

**Strategy 5.3-1:** *Multnomah County will work with partner agencies to provide landowners with information about various agency programs. Programs may include property tax deferral and exemption programs available for stream enhancement and agricultural plans to protect streams and their watersheds.*



**Strategy 5.3-2:** *Make information about other agency programs and educational materials available to the public at the planning counter and on the Internet.*

- 5.4 Review Goal 5 inventories and programs periodically in order to consider any new data and, if necessary, initiate amendments to the inventories and protection programs.

**Strategy 5.4-1:** *Conduct periodic reviews of stream regulatory and educational programs to gauge and improve their effectiveness.*

## *Water Quality and Erosion Control*

- 5.5 Protect the County's water quality by adopting standards to protect the water quality resources from the impacts of development.
- 5.6 Protect vegetated riparian corridors in order to maintain their water quality functions including the following:
  - 1. Providing shade to maintain or reduce stream temperatures to meet state water quality standards;
  - 2. Supporting wildlife in the stream corridors;
  - 3. Minimizing erosion, nutrient, and pollutant loading into water;
  - 4. Maintaining natural hydrology; and
  - 5. Stabilizing slopes to prevent landslides that contribute to sedimentation of water.
- 5.7 Allow changes to existing development when the overall natural resource value of the property is improved by those changes and water quality will be improved.

**Strategy 5.7-1:** *Natural resource protection standards and water quality standards shall allow changes to existing development which result in a net benefit to the protected resource.*

- 5.8 Support efforts by the Soil and Water Conservation Districts to conduct a public information and assistance program for watershed property owners in management practices that enhance the water quality of streams.



- 5.9 Encourage streamside property owners to use cooperative agreements, property tax deferral and exemption programs to maintain water quality of waterways.

**Strategy 5.9-1:** *Work cooperatively with the Soil and Water Conservation Districts, property owner organizations, and the County Assessor to inform landowners about the property tax deferral and exemption programs available to them.*

- 5.10 Encourage use of voluntary measures to decrease the negative impacts of agricultural practices upon water quality in area streams.

**Strategy 5.10-1:** *Support educational programs through the USDA Natural Resources Conservation Service (NRCS) and the Soil and Water Conservation Districts to inform farming operations of best management practices to reduce agricultural runoff and to protect water quality in area streams.*

- 5.11 Protect water quality of streams by controlling runoff that flows into them.

**Strategy 5.11-1:** *Use hillside development and erosion control standards to control the effects of nonpoint runoff into streams from sources such as roadways, parking areas, and other impervious areas.*

- 5.12 Limit visible and measurable erosion from development in substantial compliance with the water quality standards of Title 3 of the Metro Urban Growth Management Functional Plan.

**Strategy 5.12-1:** *Establish standards that apply erosion and sediment control regulations to all development activities that may result in visible or measurable erosion. Visible or measurable erosion includes, but is not limited to:*

1. Increases water turbidity above the state water quality standard, where the turbidity measured downstream of development is more than 10% above an upstream control point.
2. Evidence of concentrated flows of water over bare soils or evidence of on-site erosion such as rivulets on bare soil slopes, where the flow of water is not filtered or captured on the site.
3. Earth slides, mudflows, earth sloughing, or other earth movement that leaves the property.



**Strategy 5.12-2:** Help prevent erosion by requiring the use of prevention practices such as non-disturbance areas, construction schedules, erosion blankets, and mulch covers. To the extent that erosion cannot be completely prevented, sediment control measures are to be designed to capture, and retain on site, soil particles that have become dislodged by erosion.

**Strategy 5.12-3:** Adopt a limited construction season for development within primary and secondary water feature corridors to allow disturbance to occur during dry parts of the year and limit it during wet seasons.

**Strategy 5.12-4:** Control stormwater volume from developed areas in a manner that does not contribute to increased flow streams and does not result in hydromodification impacts, such as channel straightening, widening, deepening, and clearing of in-stream habitat features. Investigate how runoff could be reduced from roofs, parking, and maneuvering areas through use of site-scale infiltration and other low impact development techniques.

**Strategy 5.12-5:** Require that stream crossings be avoided where possible, and when unavoidable, require stream crossings to follow Oregon Department of Fish and Wildlife fish passage regulations where native migratory fish are currently or have historically been present. For non-fish bearing streams, require crossings that avoid or minimize impacts to natural stream functions.

- 5.13 Update erosion and stormwater management regulations to include Low Impact Development (LID) standards to reduce the impact of built areas, promote the natural movement of water within an ecosystem and better protect riparian areas, streams, wetlands, and watersheds.





## *Rivers, Streams, and Wetlands*

### Willamette River Greenway

- 5.14 Protect, conserve, enhance, and maintain the natural, scenic, historical, agricultural, economic, and recreational qualities of lands along the Willamette River.

**Strategy 5.14-1:** *Apply the Willamette River Greenway (WRG) Overlay District to those lands designated WRG on the Multnomah County Zoning Map.*

**Strategy 5.14-2:** *Those wetlands and water areas that are located within the Willamette River Greenway will be protected by development review procedures within the WRG overlay zone instead of the SEC zone.*

**Strategy 5.14-3:** *Update the Willamette River Greenway standards in the Multnomah County Zoning Code for clarity consistent with implementing rules and statutes.*

### Wild and Scenic Waterways

- 5.15 Protect all state or federal designated scenic waterways from incompatible development and prevent the establishment of conflicting uses within scenic waterways.
- 5.16 Recognize and support the Management Goals, Standards and Guidelines of the Sandy Wild and Scenic River and State Scenic Waterway Management Plan (1993), which are intended to protect and enhance the following outstanding values: scenic, recreation, wildlife habitat, water quality and quantity, fisheries, geological, botanical/ecological, and cultural.

**Strategy 5.16-1:** *Coordinate with the Oregon State Parks and Recreation Department in the review and regulation of all development proposals or land management activities along the Sandy River State Scenic Waterway.*

**Strategy 5.16-2:** *Apply the SEC overlay zone to the Sandy River State Scenic Waterway corridor to ensure proper recognition of the waterway and to further mitigate the impacts on uses allowed within the underlying resource zones.*

**Strategy 5.16-3:** *Coordinate with the U.S. Forest Service in the review and regulation of all development proposals or land management activities within the federal wild and scenic river segment of the Sandy River.*



**Strategy 5.16-4:** *Work with state and federal agencies or other interested parties in developing proposals for scenic waterway protection of other stream segments in the County.*

## Wetlands and Riparian Areas

- 5.17 Designate as areas of Significant Environmental Concern, those water areas and adjacent riparian areas, streams, wetlands, and watersheds that warrant designation as a protected Goal 5 resource or have special public value in terms of the following:
1. Economic value, including ecosystem services value (the benefits people derive from ecosystems, including but not limited to: nutrient recycling, air purification, climate regulation, carbon sequestration, water purification, food, temperature regulation, and aesthetic experience);
  2. Natural area value (areas valued as habitats for plant, animal or aquatic life, or having a state or federally listed plant or animal species);
  3. Recreation value, where compatible with underlying natural area value;
  4. Educational research value (ecologically and scientifically significant lands), or;
  5. Public safety (municipal water supply watersheds, water quality, flood water storage areas, vegetation necessary to stabilize river banks and slopes).

**Strategy 5.17-1:** *Maintain inventories and continue to protect all significant riparian corridors and wetlands in accordance with applicable ESEE analysis reports.*

**Strategy 5.17-2:** *Update the inventory of riparian corridors, including water areas and adjacent riparian areas, to include significant riparian corridors identified in Metro's Urban Growth Management Functional Plan Title 13, Nature in Neighborhoods inventory within unincorporated Multnomah County.*

**Strategy 5.17-3:** *As appropriate, rely upon the findings contained within Metro's analysis of "Economic, Social, Environmental, and Energy" (ESEE) consequences to apply the Significant Environmental Concern overlay for streams (SEC-s) to riparian corridors that have been added to the updated inventory.*

**Strategy 5.17-4:** *Utilize the Statewide Wetlands Inventory (SWI) to identify the location of wetlands within the County.*



**Strategy 5.17-5:** *Update the County's wetland protection program to comply with Goal 5 safe harbor criteria and Oregon Department of State Lands (DSL) requirements.*

**Strategy 5.17-6:** *Periodically review and consider new data to update the inventory of significant riparian corridors.*

- 5.18 Periodically review and consider any new data to update, adjust, and more accurately show riparian corridor centerlines.

- 5.19 Promote creation of cooperative property owner organizations for the protection of individual streams and their watersheds.

**Strategy 5.19-1:** *Encourage these and other organizations, including Soil and Water Conservation Districts, to provide technical assistance and information regarding financial resources to people about best management practices necessary to protect streams and adjoining riparian habitat.*

- 5.20 Provide incentives through the Zoning Code for new development to be compatible with, and enhance, significant streams and adjoining riparian habitat.

- 5.21 Support and promote enforcement of existing stream protection standards in the Forest Practices Act.

**Strategy 5.21-1:** *Seek changes to the Forest Practices Act when necessary to better protect stream water quality.*

- 5.22 Promote cooperation with owners throughout the entire watershed, regardless of jurisdictional lines.

**Strategy 5.22-1:** *Work cooperatively with the local Soil and Water Conservation Districts and other interested parties in efforts to promote watershed health throughout the entire watershed.*

- 5.23 Balance protection of significant streams with flexibility of use by property owners.

**Strategy 5.23-1:** *Provide incentives to encourage development to be compatible with significant streams.*



**Strategy 5.23-2:** Consider additional streams for significance and protection if requested by a property owner or other interested party.

- 5.24 Although a wetland area may not meet the County criteria for the designation “Significant,” the resource may still be of sufficient importance to be protected by State and Federal agencies.

## *Fish and Wildlife Habitat*

- 5.25 Designate as areas of Significant Environmental Concern, those habitat areas that warrant designation as a protected Goal 5 resource or have special public value in terms of the following:
  - 1. Economic value, including ecosystem services value (the benefits people derive from ecosystems, including but not limited to: nutrient recycling, air purification, climate regulation, carbon sequestration, water purification, food, temperature regulation, and aesthetic experience);
  - 2. Natural area value (areas valued as habitats for plant, animal or aquatic life, or having a state or federally listed plant or animal species);
  - 3. Recreation value, where compatible with underlying natural area value;
  - 4. Educational research value (ecologically and scientifically significant lands), or;
  - 5. Public safety (municipal water supply watersheds, water quality, flood water storage areas, vegetation necessary to stabilize river banks and slopes).

**Strategy 5.25-1:** Maintain inventories and continue to protect all significant wildlife habitats in accordance with applicable ESEE analysis reports.

**Strategy 5.25-2:** Periodically review and consider any new data to update the inventory of significant wildlife habitats.

**Strategy 5.25-3:** Update the inventory of wildlife habitat and associated wildlife corridors in accordance with Statewide Planning Goal 5.

**Strategy 5.25-4:** Designate wildlife habitat and corridors mapped by Oregon Department of Fish and Wildlife as significant.



**Strategy 5.25-5:** Conduct an analysis of “Economic, Social, Environmental, and Energy” (ESEE) consequences on wildlife habitat that has been added to the inventory.

**Strategy 5.25-6:** If warranted by an ESEE analysis, apply the Significant Environmental Concern overlay for wildlife habitat (SEC-h) to any newly identified significant wildlife habitat.

- 5.26 Protect significant native fish and wildlife habitat and wildlife corridors and specifically limit conflicting uses within natural ecosystems and sensitive big game winter habitat areas.

**Strategy 5.26-1:** Utilize local and regional scientific information to identify significant native fish and wildlife habitat areas and wildlife corridors. If necessary, supplement this information with additional science-based analysis to identify additional significant habitat areas and corridors.

**Strategy 5.26-2:** Provide information through various existing programs to the community about how wildlife habitat can co-exist with other uses on private property.

**Strategy 5.26-3:** Work with the Oregon Department of Forestry to better protect wildlife habitat from the negative impacts associated with timber harvesting.

**Strategy 5.26-4:** Direct the Multnomah County Vector Control staff to coordinate with Oregon Department of Fish and Wildlife, using that agency’s map of sensitive areas and their Vector Control Guidance for Sensitive Areas to identify important habitat for sensitive species like red-legged frogs and native turtles where an altered protocol should be used. The County’s vector control staff is encouraged to act as a resource in efforts to educate and collaborate with landowners about natural means of mosquito control.

- 5.27 Establish a Wildlife Advisory Committee to advise the County about matters under its jurisdiction and control that may affect wildlife.
- 5.28 Develop and implement a bird-friendly building policy for new buildings.

**Strategy 5.28-1:** Review Portland’s Green Building Design Guidelines and other sources for appropriate building requirements.



- 5.29 Encourage and promote bird-friendly building practices.

**Strategy 5.29-1:** *Develop or procure educational materials about bird-friendly building design, construction, and management, and make those materials available to development applicants.*

- 5.30 Protect significant forested wildlife habitat areas through large-lot zoning and educational programs.

**Strategy 5.30-1:** *Provide information through various existing programs to the community about how wildlife habitat can co-exist with other uses on private property.*

**Strategy 5.30-2:** *Work with the Oregon Department of Forestry to better protect wildlife habitat from the negative impacts associated with timber harvesting.*

**Strategy 5.30-3:** *Work cooperatively with the local Soil and Water Conservation Districts and the USDA Natural Resources Conservation Service to develop a public education and assistance program which informs landowners, including farmers, on how they can manage their properties to best protect wildlife habitat while continuing to make productive economic use of their land.*

- 5.31 Provide incentives through the zoning code for new development to be compatible with and to enhance wildlife habitat.

- 5.32 Balance protection of wildlife habitat with flexibility of use by property owners.

**Strategy 5.32-1:** *Enforce existing animal control restrictions on free-ranging domestic pets which can have a negative impact on wildlife.*

**Strategy 5.32-2:** *In significant wildlife habitat areas, encourage fencing which allows wildlife to pass through.*

**Strategy 5.32-3:** *Encourage clustering of development to minimize conflicts with wildlife.*

**Strategy 5.32-4:** *Where possible, streamline and simplify the Multnomah County Code to provide and encourage fish and wildlife habitat restoration and enhancement projects on public and private lands conducted by natural resource public agencies such as Metro, Soil and Water Conservation Districts, and Oregon Department of Fish and Wildlife.*



- 5.33 Work with State and local agencies, Soil and Water Conservation Districts, and other public and private conservation groups to protect high value habitat such as, but not limited to, oak woodlands, bottomland cottonwood/ash forests, and old growth forests.
- 5.34 Work with and coordinate with the Oregon Department of Fish and Wildlife (ODFW), local Soil and Water Conservation Districts, and other agencies or organizations authorized by the State to administer the Wildlife Habitat tax deferral programs for lands that are eligible by administrative rule or statute.
- 5.35 Explore amendments to the Significant Environmental Concern overlay for wildlife habitat (SEC-h) to limit the size and building footprint of houses in order to minimize harm to wildlife habitat in significant habitat areas.

## Scenic Views and Sites

- 5.36 Conserve scenic resources and protect their aesthetic appearance for the enjoyment of future generations.

**Strategy 5.36-1:** *Apply the SEC overlay zone to the Sandy River State Scenic Waterway and any other designated significant scenic areas to assure the scenic resources of these areas are not diminished as new development occurs.*

**Strategy 5.36-2:** *Coordinate reviews of development proposals within SEC areas with other affected agencies (i.e., National Forest Service, State Parks and Recreation Department's Rivers Program, etc.).*

**Strategy 5.36-3:** *Enforce large lot zoning regulations in resource areas to conserve scenic qualities associated with farm and forest lands.*

**Strategy 5.36-4:** *Apply the WRG overlay zone to lands within the Willamette River Greenway. Review new development within the greenway to assure scenic values are not diminished.*

**Strategy 5.36-5:** *Administer Design Review provisions to enhance visual qualities of the built environment.*



5.37 Balance protection of scenic views with flexibility of use by property owners.

**Strategy 5.37-1:** *Do not render property unbuildable solely because of scenic view considerations.*

**Strategy 5.37-2:** *Allow placement of residences so that a view from the property is possible as long as the proposed development is visually subordinate from key viewing areas.*

**Strategy 5.37-3:** *Regulate the use of reflective glass, including solar panels, in scenic areas.*

**Strategy 5.37-4:** *Promote strong Forest Practices standards to better protect scenic views from the negative impacts associated with timber harvesting.*

**Strategy 5.37-5:** *Provide incentives to encourage development to be compatible with significant scenic views.*

**Strategy 5.37-6:** *In the West of Sandy planning subarea, use education - i.e. providing information regarding identified viewsheds to property owners -- rather than regulations to implement this policy.*





## Tree Protection

- 5.38 In order to minimize the detrimental environmental impacts and habitat fragmentation of extensive tree removal around structures, development, landscaping, and yard areas, amend the Significant Environmental Concern overlay zones to require replanting of trees, in areas where tree removal has occurred, consistent with County fire-safety standards and legitimate farm uses.

The County may require concurrence from the Oregon Department of Agriculture of a legitimate farm use when tree removal is done to convert forest land to agricultural use. For timber harvests under the Oregon Forest Practices Act (OFPA), the County may require evidence of compliance with the OFPA and may require reforestation within areas considered exempt from reforestation by the Oregon Department of Forestry such as, but not limited to, areas cleared for residential development.

**Strategy 5.38-1:** *Update development requirements to ensure that removal of trees to accommodate new development is minimized and that replanting of such trees is required where physically possible.*

**Strategy 5.38-2:** *Monitor implementation of approved developments to ensure that tree protection and replanting requirements are met within a specified time period and that tree removal does not exceed the level approved in the development permit.*

## Air Quality, Noise, and Lighting Impacts

- 5.39 Cooperate in the development and implementation of regional efforts to maintain and improve air and water quality and reduce noise impacts.
- 5.40 If a land use proposal is a noise-sensitive use and is located in a noise-impacted area, or if the proposed use is a noise generator, the development must meet the following:
1. Building placement on the site must be in an area having minimal noise level disruptions to reduce impacts from surrounding noise generators if the use is a noise-sensitive use, or to minimize impacts on surrounding uses if the use is a noise generator.
  2. Building insulation or other construction techniques must be used to lower interior noise levels in noise-impacted areas.



**Strategy 5.40-1:** *Inventory existing and potential air, water, wildlife habitat, and noise impacts at the local level as part of the planning process.*

**Strategy 5.40-2:** *Cluster, buffer or isolate land uses which cause negative impacts on air and water resources or wildlife habitat areas or are noise generators.*

**Strategy 5.40-3:** *Limit noise impacts on wildlife habitat areas.*

**Strategy 5.40-4:** *Review and revise the Multnomah County Noise Ordinance as needed to minimize impacts from major noise generating uses, such as agri-tourism events and mass gatherings, on nearby rural residences.*

**Strategy 5.40-5:** *Request that the Port of Portland conduct semi-annual review of impacts from Port owned properties having noise and light effects on rural areas of the County.*

- 5.41 Require outdoor lighting to be low intensity and designed in a manner that minimizes the amount of light pollution.

**Strategy 5.41-1:** *Adopt a “dark sky” ordinance and work with the City of Portland, Port of Portland, and other adjacent jurisdictions and agencies towards reducing light pollution from sources outside the County’s jurisdictional boundary.*

## Wilderness Areas

- 5.42 Recognize the value of wilderness among the many resources derived from public lands.

**Strategy 5.42-1:** *As a federally designated wilderness area, the Mark O. Hatfield Wilderness is a significant Goal 5 Resource Site.*

**Strategy 5.42-2:** *The Mark O. Hatfield wilderness area shall be protected through the County’s most restrictive Commercial Forest Use zoning and/or through the appropriate SEC overlay zoning.*

**Strategy 5.42-3:** *Coordinate with federal land management agencies and Congressional staff in the formulation of proposals for any additional wilderness areas within Multnomah County.*

**Strategy 5.42-4:** *Support wilderness designation of federal lands which meet guidelines for wilderness designation.*



## Mineral and Energy Resources

- 5.43 Protect sites required for generation of energy.

**Strategy 5.43-1:** *Maintain an inventory of energy sources production sites within the County.*

**Strategy 5.43-2:** *Coordinate with appropriate regulatory or licensing authorities in the protection of sites required for energy generation.*

- 5.44 Protect and ensure appropriate use of mineral and aggregate resources of the County and minimize conflicts between surface mining activities and surrounding land uses.

**Strategy 5.44-1:** *The County shall protect significant mineral and aggregate resources consistent with Statewide Planning Goal 5 and Oregon Administrative Rules, Chapter 660, Division 16.*

**Strategy 5.44-2:** *Allow mining and the expansion of the significant Goal 5 mineral and aggregate resources, in accordance with state rules, statutes, and local conditional use permit requirements, to provide needed aggregate materials for the Portland Metropolitan Area.*

**Strategy 5.44-3:** *Require new or expanded mineral and aggregate extraction operations to develop programs based upon an economic, social, environmental, and energy (ESEE) consequences analysis that will minimize any negative effects of mineral and aggregate-related activities on surrounding affected uses.*

**Strategy 5.44-4:** *Utilize the Protected Aggregate and Mineral Resources (PAM) Overlay and Mineral Extraction conditional use criteria to protect identified mineral and aggregate resource sites and to reduce potential impacts of resource extraction on uses within the overlay zone.*

**Strategy 5.44-5:** *Balance the need for aggregate materials with the protection of scenic views, streams, and wildlife habitat within the vicinity of significant Goal 5 mineral and aggregate resources including implementing measures contained in past reconciliation reports for the Angell Brothers and Howard Canyon quarry sites.*



**Strategy 5.44-6:** *The County will coordinate its permitting and compliance monitoring processes for mineral and aggregate resources with the Oregon Department of Geologic and Mineral Industries (DOGAMI), Department of Environmental Quality (DEQ), and Oregon Department of State Lands (DSL) as applicable. For mining operations where the County has issued a land use permit, the County will initiate coordination efforts by conducting biennial compliance reviews with the regulatory agencies or according to such other review schedule acceptable to the regulatory agencies.*

**Strategy 5.44-7:** *Conditional use permits issued by the County for new, renewed, or expanded mining operations shall be reviewed every two years to determine compliance with the permit conditions.*

## West Hills Policies and Strategies

- 5.45 Consider expansion of the Significant Environmental Concern Overlay for Views (SEC-v) to the west slope of the West Hills area to protect views from the Tualatin Basin.

## Sauvie Island and Multnomah Channel Policies and Strategies

- 5.46 Collaborate and partner with private, public, and nonprofit organizations and tribes to adopt and maintain an inventory of natural systems in the planning area, document restoration projects, and develop strategies to address natural resource issues including but not limited to hydrology, climate change, changes in regional geography, wildlife and habitat conservation, restoration and enhancement, and educational programs.
- 5.47 Coordinate with federal and state agencies, including National Oceanic and Atmospheric Administration Fisheries Division (NOAA Fisheries) to develop design standards that protect salmon habitat and fish passage within and along the Multnomah Channel and its tributaries and ensure compliance with the Endangered Species Act (ESA).



- 5.48 Encourage educational programs regarding the maintenance and restoration of wildlife habitat in the SIMC area, including programs addressing:
1. Maintenance and restoration of wildlife corridors.
  2. Restoration and enhancement of wetlands, riparian areas, and grasslands.
  3. Planting of native vegetation hedgerows.
  4. Conserving Oregon white oak habitat and bottomland cottonwood/ash forests.
  5. Use of wildlife-friendly fencing.
- 5.49 Multnomah County should work collaboratively with the Sauvie Island Drainage Improvement Company, state and federal agencies, and non-profit organizations to maintain the drainage and flood control functions provided by the Company while restoring natural systems where appropriate.
- 5.50 Recognize and celebrate the heritage value of the natural resources of Sauvie Island to Native American tribes, including historic wetlands, riparian areas, water bodies, and oak uplands. Encourage and support the protection and restoration of these resources.
- 5.51 Continue to explore and encourage opportunities to conduct selected dredging to increase depth, flows, flushing, and circulation action in Sturgeon Lake in coordination with partner agencies and organizations. Support the dredging and reconstruction of the Dairy Creek Channel between the Columbia River and Sturgeon Lake to allow it to remain open for 8-10 months of each year, and contribute to the cost of replacing two failed culverts where Reeder Road crosses Dairy Creek.
- 5.52 Recommend that any fill generated as a result of dredging activities be located on Sauvie Island only under the following conditions:
1. To assist in flood control
  2. Not on designated wetlands
  3. Not on high value farm land unless placement of such fill improves a farm's soils or productivity
  4. In areas where it will not negatively impact wildlife habitat.



- 5.53 To implement Policy 5.17 of this Plan, implement the following strategy.

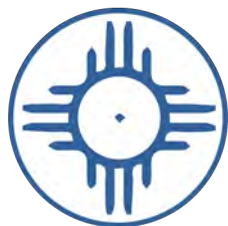
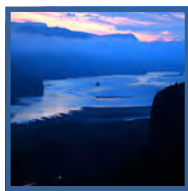
**Strategy 5.53-1:** *In addition to safe harbor protection program criteria, apply the Significant Environmental Concern overlay (SEC-w) to significant wetlands located on Sauvie Island and Multnomah Channel as required by the Wetlands Inventory/ESEE analysis conducted in 1988 and as adopted by Ordinance 801 or as revised by any subsequent ESEE analysis.*

## **West of Sandy Policies and Strategies**

There are no policies specific to this rural planning area.

## **East of Sandy Policies and Strategies**

There are no policies specific to this rural planning area.



## **CHAPTER 6**

### **HISTORIC AND CULTURAL RESOURCES**



## INTRODUCTION/BACKGROUND INFORMATION

**G**oal 5 of Oregon’s statewide planning goals covers more than a dozen resources, including historic places. The goal and its administrative rules call for cities and counties to develop land use programs to conserve and protect these resources. Local governments and state agencies are not required, but are encouraged, to maintain current inventories of historic resources, determine significant sites among inventoried resources, and develop programs for their preservation and protection.

Over the last several decades, Multnomah County’s efforts to inventory, designate and protect local historic resources have been sporadic. The County first created and applied a historic landmark designation and generated an inventory of historic sites and an implementing overlay zone in 1978. The County updated information about potential historic resources in 1988 through work conducted by a consultant.

However, no formal action was taken on the later efforts and the original program adopted by the County falls short of being a meaningful program for the preservation and protection of historic resources. With this Comprehensive Plan, the County has adopted new policies and strategies to strengthen its program.

Although the County and State value and strive to help maintain historic resources, the County’s ability to do so is tempered by state law and legal decisions. Under state law (ORS 197.772) enacted in 1995, a local government is required to allow a property owner to remove a historic property designation that was imposed by the local government. In addition, the property owner may refuse to consent to the designation at any time in the process, thus removing the property from consideration for all but the National Register of Historic Places. More recent court cases address the degree to which new owners of a property with a historic designation may revoke that designation. The implication of these statutes and case law is that current County historic designations and code provisions will no longer be relevant or enforceable if the property designation does not have owner consent.

***“The community recognizes and respects the rich cultural history of both the native inhabitants and settlers who followed.”***

***- Sauvie Island/Multnomah Channel Community Vision***





Cultural and archeological resources typically consist of material remnants from where Native American once lived. A variety of state and federal laws pertain to the protection of these resources and the state maintains an inventory of known resources. Protection of such resources also is coordinated with the State Office of Historic Preservation (SHPO) and Native American tribal governments. Local jurisdictions also can play a critical role in informing residents of applicable state and federal laws through local land use permitting processes.

This chapter provides an overview of conditions and planning issues associated with historic and cultural resources, along with Comprehensive Plan policies and strategies to address them.

### Historic and Cultural Resources Conditions

In 1988, the County sought to expand upon its previous limited inventory by hiring a consultant to conduct a comprehensive survey of rural unincorporated areas. The consultant identified 68 historic sites that were candidates for historic landmark designation. The consultant's report included several recommended goals and priorities for the County to pursue in carrying out a comprehensive historic preservation program. However, between that time and the most recent Comprehensive Plan update (2016), the County did not implement those recommendations. Updated policies in this Plan call for the County to revisit and implement those earlier planning efforts. This will involve updating the previous inventory using state information and supplementing it with additional sites identified through a local survey process similar to how it was done in the past.

Prior to the arrival of European and other immigrants to Oregon, there was a long history of Native American settlements going back many thousands of years within and around Multnomah County. The area around the confluence of the Willamette and Columbia Rivers was a well-known and favored Native American gathering place up through the early 1800's. Sauvie Island has several known village sites, the most notable being Sunken Village. Information about these sites is not made known to the general public due to the potential for abuse and concern for the private property rights of affected landowners. Five Native American tribes — the Nez Perce, Yakama, Umatilla, Grande Ronde, and Confederated Tribes of Warm Springs — have a history of settlement and an explicit role in identifying historic and cultural resources within different portions of Multnomah County.



### Relevant Studies and Planning Processes

A variety of state, regional, and local plans and policies are relevant to planning for historic and cultural resources in Multnomah County, including the following.

Oregon's **Statewide Planning Goals** provide comprehensive policy direction for local governments to follow. Goal 5 historic resources are governed by Oregon Administrative Rule (OAR) 660-023-0200. The rule does not require local governments to amend their comprehensive plans or land use regulations in order to provide new or amended inventories or programs regarding historic resources. However, if a local government decides to compile an inventory and designate significant resources, it is required to follow a prescribed process that involves public notice prior to collecting information about historic resources and notification of landowners about participation in the inventory and designation process.

Independent of the County's historic landmark designation process, owners of historic resources can register their property on the **National Register of Historic Places** (NRHP) administered by the National Park Service under the provisions of the National Historic Preservation Act of 1966, as amended, and carried out locally by the SHPO. Properties on the NRHP automatically become historic resources of statewide significance and are then monitored by the SHPO.

Recent and current court cases in Oregon also affect issues associated with designation of historic landmarks. Most of the case law at this time deals with owner consent and removal from local landmarks registers. A case regarding the locally-listed Carmen House in Lake Oswego is still before the courts and likely will affect how local governments include or remove landmarks from a local inventory or designation. That case is scheduled to be argued in front of the State Supreme Court in November 2015. The other relevant case is *Kay Demlo vs. The City of Hillsboro*, which is currently under appeal to the Oregon Land Use Board of Appeals (LUBA). In this case the lower court ruled that an owner could not remove their property from the local register after giving consent to have it listed.



In addition to Goal 5 and associated Oregon Administrative Rules, a number of federal and state laws protect archaeological sites and cultural resources in Oregon. Laws and regulations are listed by subject and divided by state and federal laws.

### Native American Graves and Protected Objects

- State Laws
  - Indian Graves and Protected Objects
- Federal Laws
  - Native American Graves Protection and Repatriation Act of 1990

### Cultural Resource Management

- State Laws
  - Archaeological Objects and Sites
  - Scenic Waterways
  - Conservation Easement
- Federal Laws
  - Antiquities Act of 1906
  - National Historic Preservation Act of 1966
  - Section 106 of the National Historic Preservation Act (NHPA) of 1966
  - National Environmental Policy Act of 1969
  - Protection and Enhancement of the Cultural Environment of 1971
  - Archeological and Historical Preservation Act of 1974 (AHPA)
  - American Indian Religious Freedom Act of 1978
  - Indian Sacred Sites (Executive Order No. 13007)

### Archaeological Excavation Permits

- State Laws
  - Permit and Conditions for Excavation or Removal of Archaeological or Historical Materials
  - Administrative Rules for Archaeological Permits for Public and Private Lands
- Federal Laws
  - Archaeological Resource Protection Act of 1979

### Historic Preservation Planning

- State Laws
  - State Historic Preservation Plan
  - State Land Use Planning Law - Goal 5



## Key Planning Issues and Supporting Information

A number of key planning issues affect land use planning policies and practices in the rural portions of Multnomah County:

- **Enforceability of historic designations and regulations.** The County cannot force the owner of a historic resource to register that property as a national historic landmark, nor can the County designate a historic resource as significant (i.e., a historic landmark) without the consent of the property owner. In addition, a historic designation does not necessarily protect a structure forever. It is possible that a new owner may elect to remove the designation and demolish the building absent any deed restrictions or other measures that would prevent it. However, as of adoption of this Plan, this is an open legal question that is still under review by the courts and awaiting a decision.
- **Adaptive reuse of historic structures.** Maintenance and upkeep of most historic properties can be both challenging and costly because of their age. Many people who reside in or simply own an older, historic building may have purchased the property with all the intentions of fixing it up or at least keeping it from deteriorating, but the reality is that there are high costs associated with those maintenance duties. In addition, zoning of the property often does not permit the type of use that fits the character of the building and which could provide the owner with additional income and the means to better maintain and protect its historic value. One way to accommodate owners of historic properties seeking opportunities to use their property in a supportive way is by allowing adaptive uses not otherwise permitted by the underlying zoning if that use would be beneficial to the purposes of historic preservation. State and federal tax and grant programs also can help property owners pay for needed renovations.





- **Ability to ensure historic structures are not demolished.** As noted previously, the County cannot force an owner of a historic property to designate it as either a local or national historic resource or landmark. The owner must consent to such a designation. Even if an owner does consent to or apply for and receive such a designation, future property owners may revoke such designations, although this remains an open legal question that is still under review by the courts and awaiting a decision. State rules also require a 120-day demolition delay for properties recommended for historic designation. Some community members recommend strengthening County requirements to establish a more permanent way to protect historic structures from future demolition.
- **Cultural resources and coordination with Tribal governments.** Multnomah County must coordinate with Tribal governments on issues related to documentation, investigation and protection of cultural resources. In the Columbia River Gorge National Scenic Area this is done in part through coordination between the Columbia River Gorge Commission and Tribal governments. In other parts of the County, it occurs through application of County policy as well as state and federal laws and administrative rules.





## GOAL, POLICIES, AND STRATEGIES

**Goal:** To protect cultural resources and conserve and restore historic resources.

## Policies and Strategies Applicable County-wide

### *Historic Resources*

The following policies and strategies direct the County to continue to recognize significant historic resources and to implement strategies to protect them, including the adaptive reuse of historic structures where such reuse can increase the ability of properties to maintain their condition and historic value.

- 6.1 Recognize significant historic resources and apply appropriate historic preservation measures to all designated historic sites.

**Strategy 6.1-1:** *Maintain an inventory of significant historic resources which meet the historical site criteria:*

- 1) *Historical Significance - Property is associated with significant past events, personages, trends or values, and has the capacity to evoke one or more of the dominant themes of national or local history.*
- 2) *Architectural Significance (Rarity of Type and/or Style) - Property is a prime example of a stylistic or structural type, or is representative of a type once common and is among the last examples surviving in the County. Property is a prototype or significant work of an architect, builder or engineer noted in the history of architecture and construction in Multnomah County.*
- 3) *Environmental Considerations - Current land use surrounding the property contributes to an aura of the historic period, or property defines important space.*
- 4) *Physical Integrity - Property is essentially as constructed on original site. Sufficient original workmanship and material remain to serve as instruction in period fabrication.*
- 5) *Symbolic Value - Through public interest, sentiment, uniqueness or other factors, property has come to connote an ideal, institution, political entity or period.*
- 6) *Chronology - Property was developed early in the relative scale of local history or was an early expression of type/style.*



**Strategy 6.1-2:** *Use the National Register of Historic Places, the Oregon Historic Sites Database and local historical society databases in compiling an inventory of historic resources.*

**Strategy 6.1-3:** *Develop and maintain a historical preservation program for Multnomah County which includes:*

- 1) A review of, and compliance with, the laws related to historic preservation.*
- 2) Ongoing identification and inventory of significant sites, working with area citizens groups, local historical societies, the Oregon Historical Society, the State Historic Preservation Office, the Oregon Natural History Museum and other historic and archeological associations.*
- 3) Developing a handbook on historic preservation to assist County staff, area citizen groups, land owners, and developers in understanding and using applicable federal and state programs.*
- 4) Fostering, through ordinances or other means, the private restoration and maintenance of historic structures for compatible uses and development based on historic values.*
- 5) Encouraging the installation of appropriate plaques or markers on identified sites and structures.*

**Strategy 6.1-4:** *The Zoning Code should:*

- 1) Amend the Historic Preservation overlay district to include a process for the owner of a historic resource to obtain a historic landmark designation.*
- 2) Amend the Historic Preservation overlay district to provide opportunities for owners of historic landmarks to preserve and maintain the resource by allowing as conditional uses, where possible, a use which can be shown to contribute to the preservation and reuse of the historic landmark.*
- 3) Provide for a 120-day delay period for the issuance of a demolition permit or a building permit that substantially alters the historic nature of a historic landmark. During this period, a review of the land use permit application to demolish or substantially alter, including the impacts and possible means to offset the impacts, would be undertaken.*



### *Cultural and Archeological Resources*

The following policies and strategies direct the County to continue to assist in protecting archeological and cultural resources through coordination with state agencies (SHPO) and Native American tribes, including through requirements to document, investigate, and protect resources identified during development processes or other land use activities.

- 6.2 Protect cultural areas and archeological resources and prevent conflicting uses from disrupting the educational and scientific value of known sites.

**Strategy 6.2-1:** *Maintain information on file regarding the location of known archeological sites, to the extent permissible by law. Although not made available to the general public, this information will be used to ensure the sites are not degraded through incompatible land use actions.*

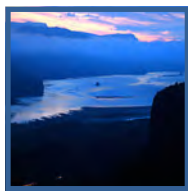
**Strategy 6.2-2:** *Coordinate with the State Historic Preservation Office regarding the identification and recognition of significant archeological resources.*

**Strategy 6.2-3:** *Encourage landowners to notify state authorities upon discovering artifacts or other evidence of past cultures on their property.*

- 6.3 Coordinate with Native American tribes and the Oregon State Historic Preservation Office (SHPO) to adopt a program to inventory, recover, and protect archaeological and cultural resources and prevent conflicting uses from disrupting the scientific value of known sites. Adopt a process that includes timely notice to tribes and SHPO of applications that could impact cultural resource sites, and develop standards to evaluate comments received from the tribes and SHPO.
- 6.4 Require reporting of the discovery of Native American artifacts and other cultural resources to SHPO and the Native American tribes.
- 6.5 Where development is proposed on areas of cultural significance, require evaluation of alternative sites or designs that reduce or eliminate impacts to the resource.

### **Policies and Strategies Applicable to Individual Subareas**

There are no historic and cultural resource policies specific to individual Rural Planning Areas.



## **CHAPTER 7**

### **NATURAL HAZARDS**



## **INTRODUCTION/BACKGROUND INFORMATION**

Natural landscape features provide a community with valuable resources but, under certain conditions, these resources may also present a hazard. For example, rivers, and creeks are important for storm water conveyance, wildlife habitat, and water quality. However, these resources can threaten property and people unless planning and precautions are taken to address such risks. Even after undertaking such actions, natural disasters can leave people in rural areas of the County without access to services for an extended period of time and it is important for residents and business owners to work individually and collectively to be prepared to respond to such conditions.

From a land use and comprehensive planning perspective, Goal 7 of Oregon's statewide planning goals requires cities and counties to adopt Comprehensive Plan policies and implementation measures to reduce risks associated with a variety of natural hazards, including landslides, flooding, wildfires, earthquakes, tsunamis, and coastal erosion. The goal and its administrative rules call for local governments to coordinate with state and federal agencies and members of the public to use available up-to-date data to identify areas prone to natural hazards, assess risks from those areas, and amend policies and regulations to avoid development in areas subject to hazards when risks from them cannot be mitigated. Because lands in Multnomah County are not subject to risks from coastal erosion or tsunamis, the primary hazards to be addressed in the County are those from landslides, flooding, wildfire, and earthquakes. The County also may be vulnerable to other hazards not addressed by Goal 7 and/or which are very difficult to mitigate or address through the County's land use planning program, such as volcanic activity, severe weather and drought. These hazards typically affect very large areas and mitigation is outside the scope of Comprehensive Plan policies or development code provisions .

The potential for incidents related to natural hazards is likely to increase in the future due to climate change. Climate change is expected to result in more frequent, intense, and longer lasting heat waves, droughts, rainstorms, floods, wildfires, and landslides in the future. In addition, adverse impacts of natural hazards frequently disproportionately affect vulnerable populations – such as older adults, racial and ethnic minorities, people with disabilities and people experiencing poverty – because those groups have fewer resources to avoid, plan for or recover from them. All of these trends highlight the importance of planning for, responding to, and minimizing the impacts of hazards. It is also important to recognize the relationship between these activities and the goals of strengthening our economy and promoting equity among County residents.



This chapter provides an overview of conditions and planning issues associated with these natural hazards, along with Comprehensive Plan policies and strategies to address them. Additional planning related to natural hazards, including strategies for responding to them, is conducted by the County's Office of Emergency Management and is presented in the County's Hazards Mitigation Plan.

## **Natural Hazard Conditions**

### *Landslides*

Landslides can threaten people, property, and natural resources, and often occur in connection to human activity and other hazards such as erosion, flooding, and earthquakes. Susceptibility to landslides is related to underlying geology, the steepness of a slope, instability associated with previous landslides, soil type, moisture content, and human activity. Multnomah County currently regulates development on steep slopes to address risks in such areas related to erosion or landslides. The incidence of landslides is likely to increase in the future due to the impacts of climate change as increased winter rainfall leads to more soil and slope instability, particularly following prolonged periods of precipitation when the soil is saturated with water.

The County's Hillside Development overlay zone (HD) is primarily applied to areas with steep slopes. The HD zone includes a number of requirements related to the assessment and documentation of risk and restrictions on development where slopes exceed 25%. Where slopes exceed 25%, property owners are required to obtain a report and recommendations from a geotechnical professional, documenting the risks associated with potential landslides and measures that can be taken to mitigate those risks. Development on areas with lesser slopes (10-25%) require review under the County's Grading and Erosion Control (GEC) code and includes the potential to require further investigation or to mitigate risks in these areas, when warranted.

Since the Hillside Development Overlay Zone was put into effect, newer data has become available from the Oregon Department of Geology and Mineral Industries (DOGAMI) that identifies other locations that also may be susceptible to landslides, such as locations of previous landslides and/or other areas where soil conditions increase susceptibility. The maps on the following pages identify these areas.

This issue is applicable to most rural areas within the County although it has limited applicability in the Sauvie Island/Multnomah Channel area, given the relatively flat topography in that area. Significant portions of the West Hills and East of Sandy Rural Planning Areas in particular are susceptible to landslides and erosion.



Figure 1 - Steep Slopes

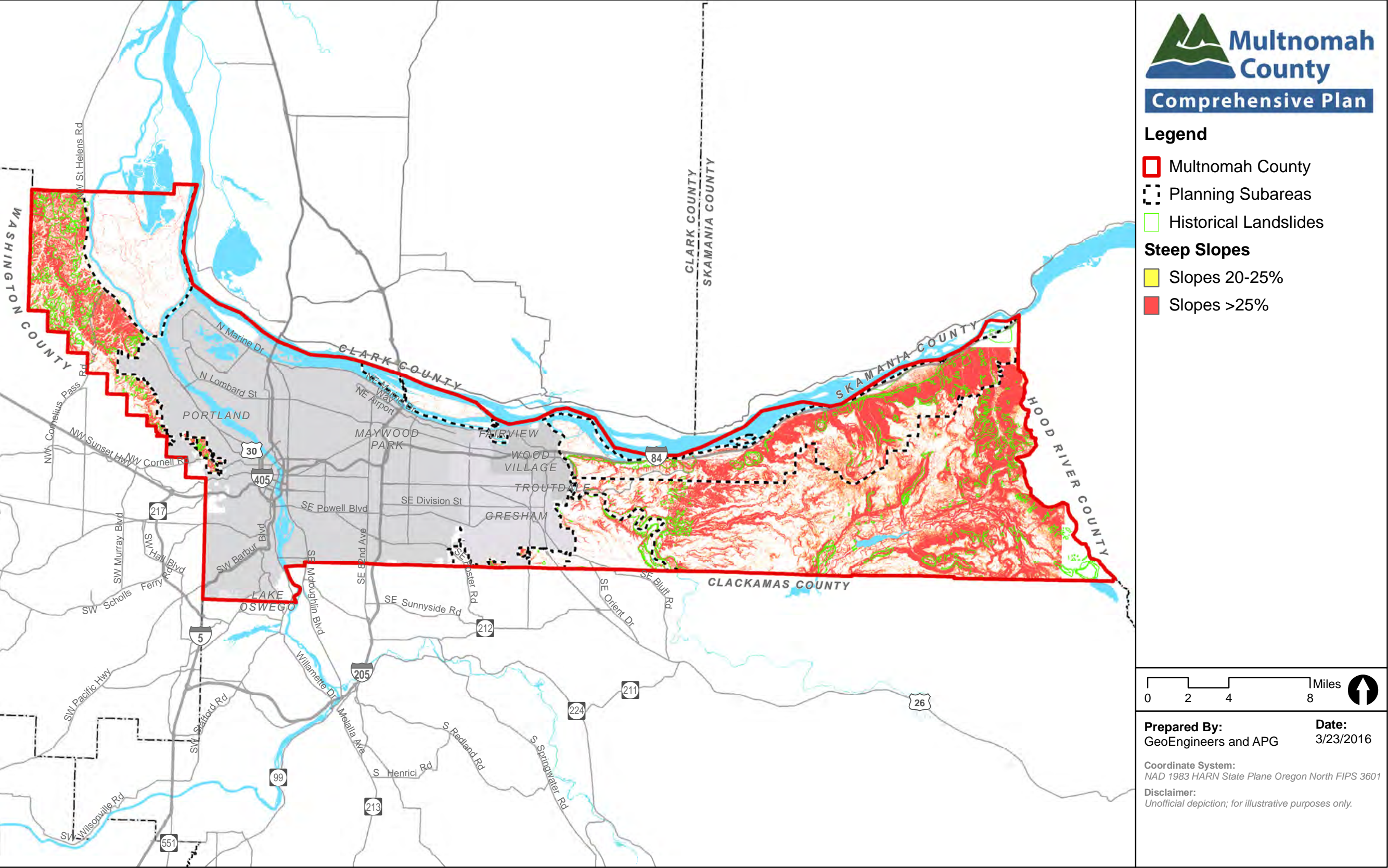
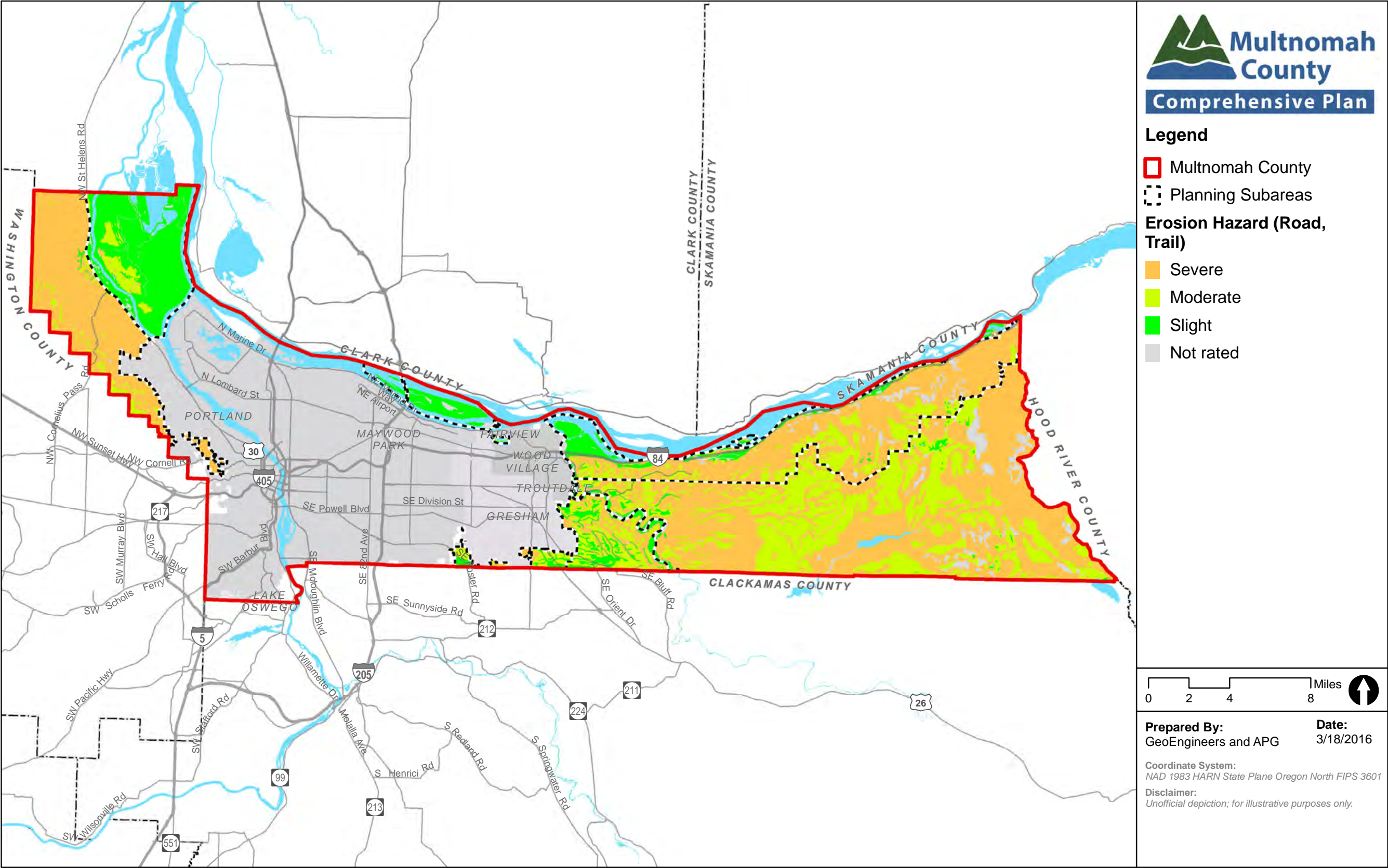




Figure 2 - Erosion Hazards





## *Flooding*

Floods are influenced by a number of factors, including the amount and intensity of precipitation, geography and geology, and development activity. Flooding can impact private property, public infrastructure, and economic loss from business interruption. These effects are typically felt within the “floodplain” of a river or stream. Flooding related to deficient stormwater management also can be an issue and is addressed by stormwater management policies and strategies found in Chapter 5 of this Plan. At the same time, if left undisturbed, floodplain areas can act to store excess floodwater and reduce potential impacts of flooding.

Like other local jurisdictions in Oregon, Multnomah County has policies and regulations that limit or regulate development in areas prone to flooding, including floodways and floodplains. A variety of County policies and regulations address this issue, including participation in the National Flood Insurance Program. Flood insurance maps for the County were updated in 2009 and the County’s Zoning Code was updated in 2008 to add regulatory requirements to preserve floodplain function. In addition, the County’s Significant Environmental Concern overlay zones (SEC-s and SEC-wr) help preserve and enhance riparian areas, which in turn reduces the potential for stormwater runoff and landslides that contribute to flooding events.

In 2011, County staff completed and provided an assessment of potential changes to flood-related regulations to the Planning Commission. The 2012 Multnomah County Hazards Mitigation Plan noted that existing County regulations exceed minimum federal requirements and did not identify any additional recommended changes to the County flood-related regulations.

There is the potential for flooding in most rural areas within the County although the potential is more limited in the West Hills given the absence of larger rivers or streams subject to significant flooding in that area. It is most applicable to areas near the Sandy River and its tributaries, the Willamette River/Multnomah Channel and some of the smaller creeks west of Sandy River (e.g. Johnson and Beaver Creek). Steeper areas are typically more susceptible to flash flooding as opposed to lowland floods. The potential for and incidence of flooding is expected to increase in the future as global climate change results in more frequent and intense winter rains. The following maps identify floodplains for rivers in the County.

In some places, areas subject to flooding can change as river channels shift. This is particularly the case along the Sandy River, where the river channel has “migrated” significantly over time. DOGAMI has completed a channel migration study for only one river in Multnomah County – the Sandy River – and has prepared preliminary maps of and recommendations associated with migration of the river’s channel.

Figure 3 - Flood Hazards

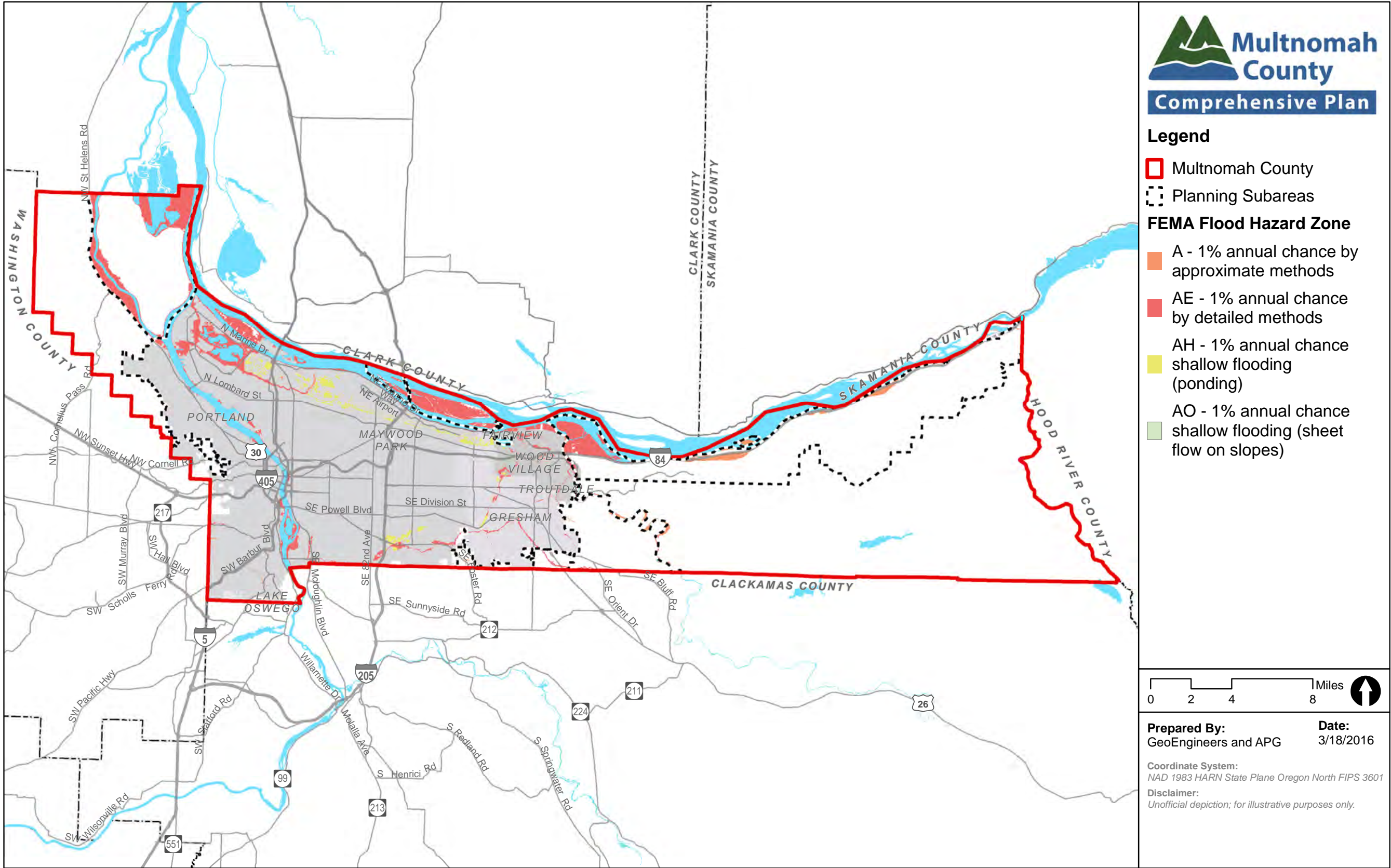
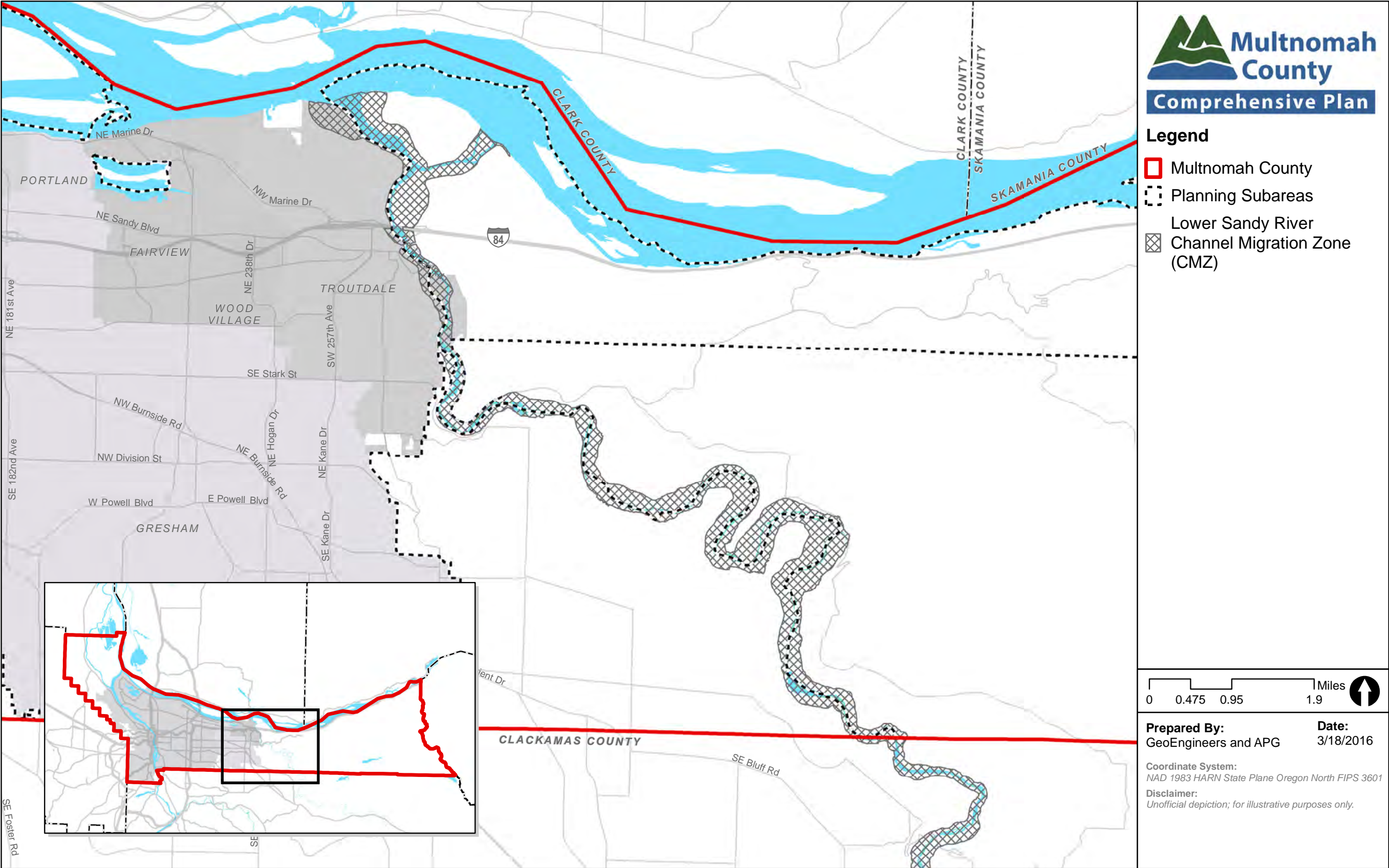


Figure 4 - Lower Sandy River Migration Zone





## *Wildfires*

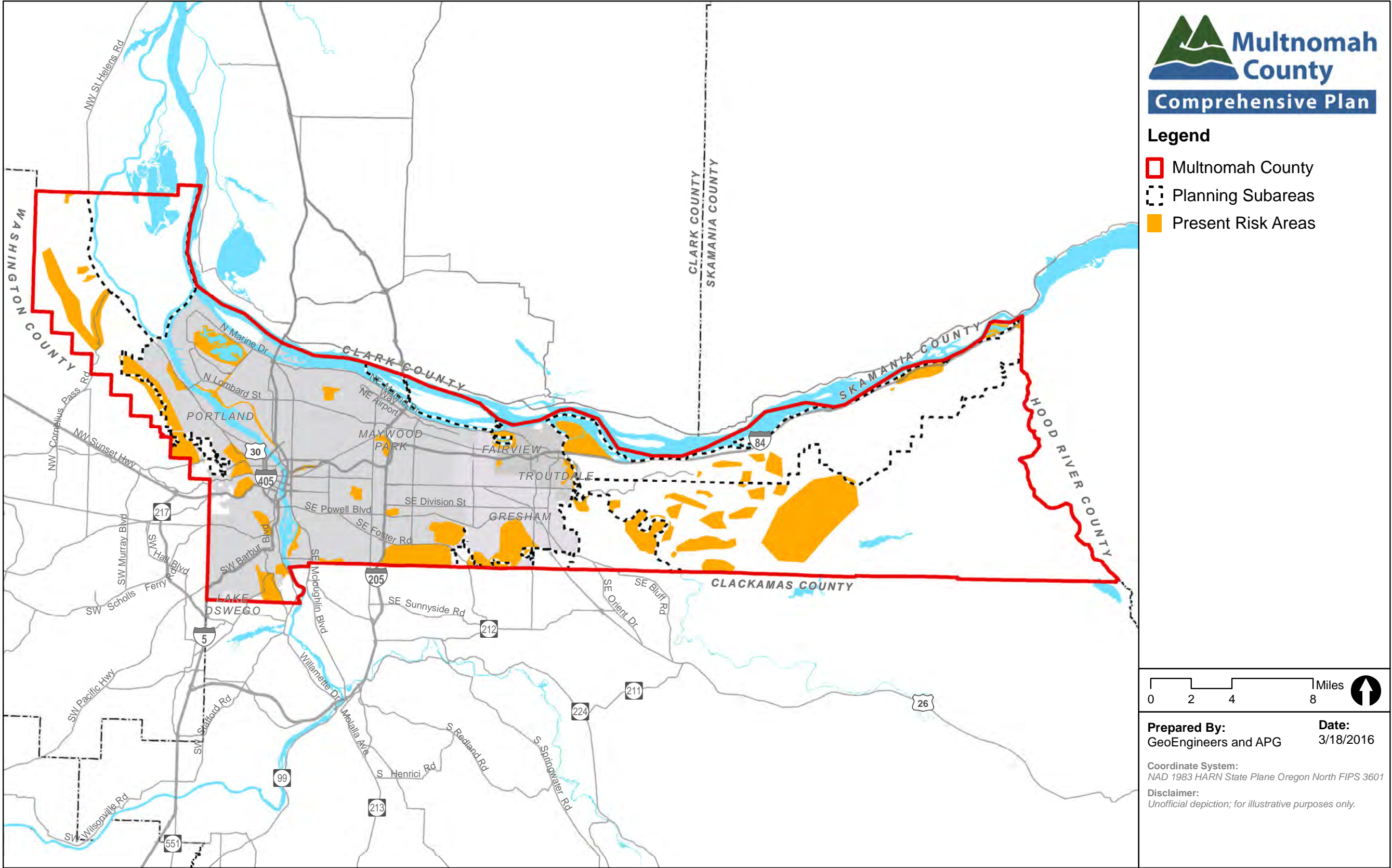
The County's 2016 Hazards Mitigation Plan (HMP) includes updated mapping of wildfire risks, including new West Side Wildfire Risk Assessment data from the Oregon Department of Forestry (ODF), which addresses a portion of Multnomah County. Areas identified as potentially at risk include land zoned for commercial forestry use, as well as for rural residential and other uses. These areas are located primarily in the East of Sandy River and West Hills areas where larger forested areas are located. They also include land in the West of Sandy River area in forested areas just west of the Sandy River. Until it can be more thoroughly field-checked, the ODF assessment provides general guidance for application of strategies to reduce the risk of wildfires. The 2011 Multnomah County Community Wildfire Protection Plan includes mitigation strategies for urban/wildland interface fires. The Multnomah County Climate Action Plan also includes suggested actions for addressing wildfire risk.

The County currently has a limited number of requirements associated with reducing risk related to wildfires in the CFU zones and no requirements in the other zones. The zoning code requirements generally match the guidance from the ODF and Oregon Administrative Rule chapter 660, division 6, rule 29 and rule 35. Rule 29 and rule 35 require that counties adopt the fire-siting standards provisions in the publication, "Recommended Fire Siting Standards for Dwellings and Structures and Fire Safety Design Standards for Roads" developed by ODF. Policies and standards related to wildfire protection are intended to protect people and property, as well as to protect natural resources by reducing the opportunity for wildfires to spread.





Figure 5 - Communities at Risk of Wildfire





## Earthquakes

There is potential for a future large earthquake in the Pacific Northwest based on historical patterns and the current status of shifting tectonic plates. The magnitude or strength of an earthquake is one factor in predicting the damage it will cause. Larger magnitude earthquakes affect larger geographic areas, with much more widespread damage than smaller magnitude earthquakes. However, for a given site, the magnitude of an earthquake is not a good measure of the severity of the earthquake at that site. Rather, for any earthquake, the intensity of ground shaking at a given site depends on four main factors:

- Earthquake magnitude
- Earthquake epicenter, which is the location on the earth's surface directly above the point of origin of an earthquake
- Earthquake depth (focus)
- Soil or rock conditions at the site, which can either amplify or suppress earthquake ground motions

An earthquake will generally produce the strongest ground motions near the epicenter with the intensity of ground motions diminishing with increasing distance from the epicenter. In addition to the factors above, the intensity of ground shaking is also affected by soil types. Soft soils may amplify ground motions and increase the level of damage.

In addition to directly causing damage to structures, earthquakes can trigger landslides which can in turn lead to flooding, resulting in multiple hazards. The sources of potential future earthquake damage in Multnomah County include:

- **“Interface” earthquakes** on the boundary between the subducting Juan de Fuca oceanic plate and the North American plate, also referred to as the Cascadia subduction zone. These earthquakes could have the highest magnitudes of potential earthquakes (up to 9.2 magnitude). They would likely occur about 12 to 40 miles offshore from the Pacific Ocean coastline. Ground shaking from such earthquakes would be very strong near the coast. Strong to moderately strong ground shaking would be felt throughout Multnomah County, with the level of shaking decreasing towards eastern Multnomah County. At the same time, ground shaking could vary considerably in specific locations due to differences in underlying geologic conditions. The duration of a quake also would affect the amount of ground shaking and resulting damage levels. In general, subduction zone earthquakes tend to last longer than other types of earthquakes.
- **“Intraplate” earthquakes** within the Juan de Fuca oceanic plate. These earthquakes have lower magnitudes (up to 7.5) They occur quite deep



Figure 6 - Probability of Liquefaction

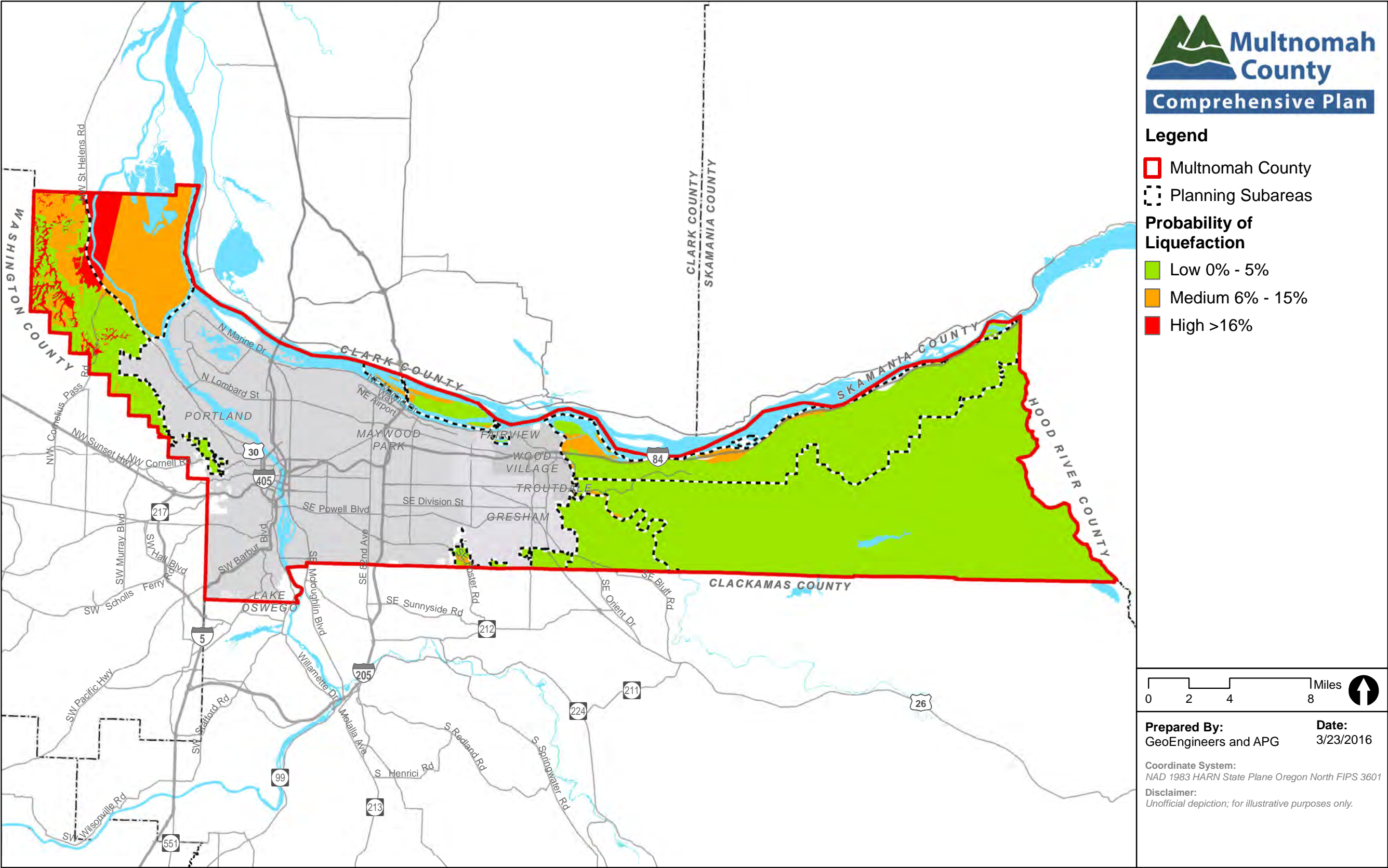
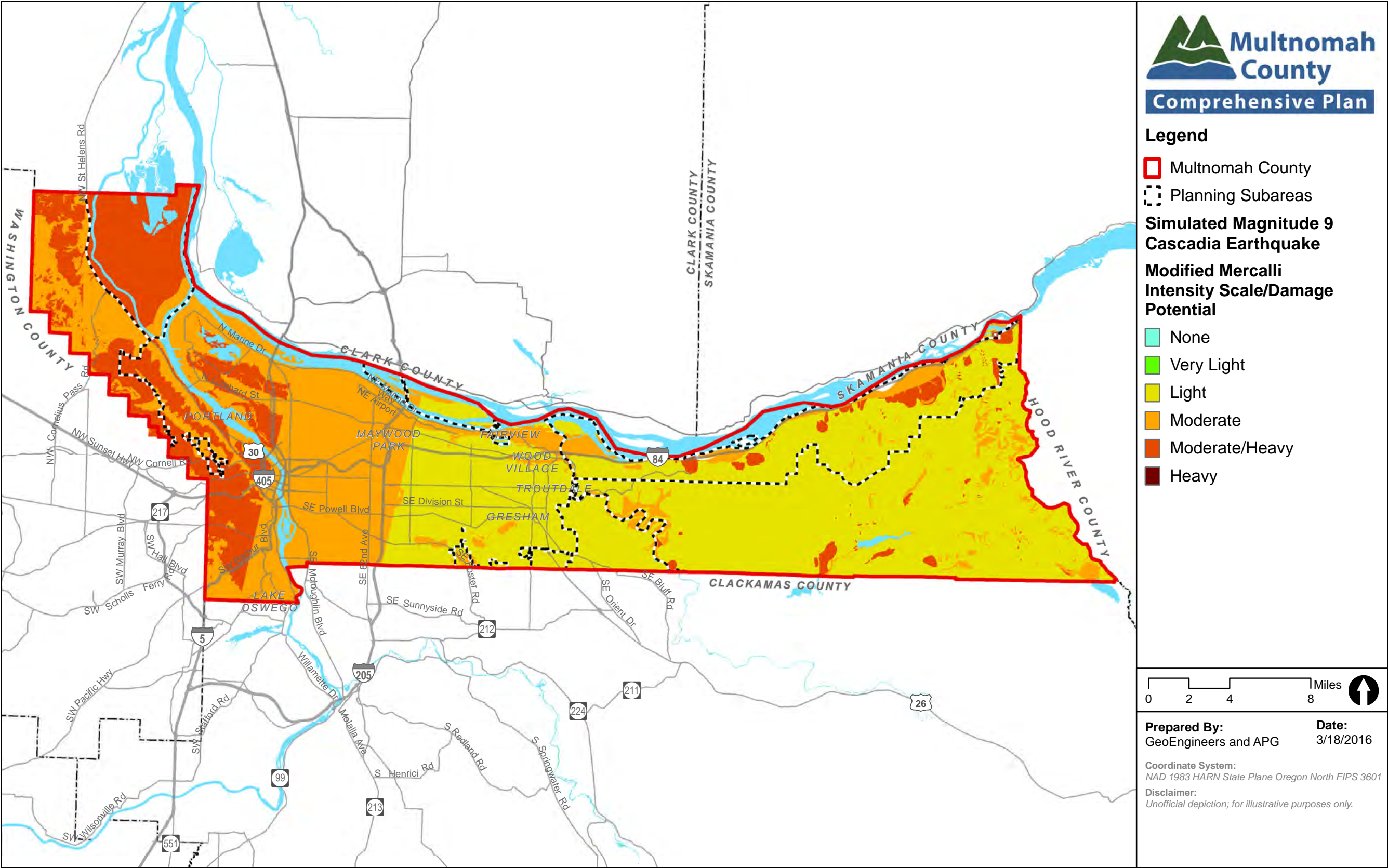




Figure 7 - Earthquake Damage Potential





in the earth, about 18 to 25 miles below the surface with epicenters that would likely range from near the Pacific Ocean coast to about 30 miles inland. Thus, epicenters from these types of earthquakes could be located west of Portland. Ground shaking from such earthquakes would be very strong near the epicenter and would be felt throughout all of Multnomah County, with the level of shaking decreasing towards eastern Multnomah County.

- **“Crustal” earthquakes** within the North American Plate. These earthquakes within the North American plate are possible on faults mapped as active or potentially active as well as on unmapped (unknown) faults, including within Multnomah County. Based on the historical seismicity in Western Oregon and on analogies to other geologically similar areas, small to moderate earthquakes up to magnitude 5 or magnitude 5.5 are possible almost any place in Multnomah County. Such earthquakes would be mostly smaller than the 1993 Scotts Mills earthquake (magnitude 5.6). There is also a possibility of larger crustal earthquakes in the magnitude 6+ range, albeit, in the absence of known, mapped faults, the probability of such events is likely to be low.

Liquefaction can also increase the severity of damage during an earthquake. Liquefaction is a process where loose, wet sediments lose strength during an earthquake and behave similarly to a liquid. Once a soil liquefies, it will tend to settle vertically and/or spread laterally. With even very slight slopes, liquefied soils tend to move sideways downhill (lateral spreading). Settling or lateral spreading can cause major damage to buildings and to buried infrastructure such as pipes and cables. Figure 6 shows areas within Multnomah County with high liquefaction potential (>16%). Even in areas mapped as high liquefaction potential, the actual degree and extent of liquefaction can vary depending on factors such as earthquake intensity and duration.

In considering how to mitigate the effects of an earthquake, planners and public officials typically focus on the following strategies:

- Require new buildings to be built to building codes that will help the structures withstand the effects of an earthquake with less damage and resulting injury.
- Renovate or replace critical structures such as bridges, hospitals, schools, and other similar buildings and require that they be built to a higher seismic standard to improve their ability to withstand earthquakes.
- Avoid locating certain types of structures, including those described above, in areas with the greatest potential for damage from an earthquake.



A number of actions related to these strategies are found in the County's Hazards Mitigation Plan. However, given the inability to accurately predict exactly where and when earthquakes will occur and the potential damage they will inflict, it is generally not practical to limit where different types of land uses can be located to avoid or mitigate earthquake impacts. As a result, fewer broad land use policies or actions can be taken to mitigate earthquake impacts at the Comprehensive Plan level. Given the widespread potential for damage related to earthquakes across the County, building codes are generally a more suitable tool for mitigating this type of hazard.

## Relevant Studies and Planning Processes

A variety of local, state, regional, and local plans and policies are relevant to planning for natural hazards in Multnomah County, including the following.

Oregon's **Statewide Planning Goal 7**, Areas Subject to Natural Disasters and Hazards, deals with development in places subject to natural hazards such as floods or landslides. It requires that jurisdictions apply "appropriate safeguards" when planning for development there.

Multnomah County's **Hazards Mitigation Plan** (HMP) is an educational and planning document, which meets federal planning requirements by addressing hazards, vulnerability, and risk. The mitigation plan is a necessary requirement for federal mitigation grant fund eligibility. Relevant goals, objectives, and actions from that document have been incorporated into various chapters of this Plan. The HMP also is referenced here as a supporting document of the Comprehensive Plan.

**Multnomah County Emergency Management planning documents.** The Multnomah County Office of Emergency Management provides a variety of materials related to preparing for emergencies, including the Comprehensive Emergency Management Plan, the Continuity of Operations Plan, and preparedness educational materials, among others.

The Federal Emergency Management Agency (FEMA) provides guidance for mitigation planning through the **Local Mitigation Assistance Planning Handbook**, to assist counties with Mitigation Plans. The handbook outlines strategies for the mitigation process by interpreting the Federal statutes, regulations, and best practices.

**Oregon Department of Forestry** administrative rules, chapter 660, division 6, rule 29 and rule 35 provide siting and fire-siting criteria for new homes and structures. Rule 29 and rule 35 include standards for siting new dwellings in forest and agriculture/forest zones, which are designed to make such uses compatible with forest operations and agriculture, to minimize wildfire hazards and risks, and to conserve values found on forest lands.



**Multnomah County Community Wildfire Protection Plan** provides a foundation for coordination and collaboration among agencies and the public to identify and prioritize future wildfire projects and assists in meeting federal planning requirements and qualifying assistance programs. The Plan integrates wildfire awareness into public outreach and education, emergency operations, and vegetation management programs to promote actions that create safe communities and a more wildfire resilient landscape.

**Oregon Department of Geology and Mineral Industries (DOGAMI)** documents and provides a variety of data, including identifying geologic hazards. DOGAMI provides ongoing scientific study of hazards, such as earthquakes and landslides, to help jurisdictions understand the risks and prepare mitigation.

The **Oregon Natural Hazards Mitigation Plan (2015)** identifies and prioritizes potential actions throughout Oregon that would reduce the State's vulnerability to natural hazards, providing policy guidance for local hazard mitigation planning efforts. The plan also satisfies the requirements of the Federal Emergency Management Agency (FEMA) to ensure that Oregon is eligible to receive hazard mitigation and disaster assistance funds from the federal government.

The **Oregon Resilience Plan (2015)** addresses potential risks of and recovery from future earthquakes or tsunamis, including both preventative measures and recovery efforts to minimize damages and restore critical infrastructure in the wake of such an event.

The **Oregon Climate Change Adaptation Framework (2010)** summarizes key findings and recommendations related to emerging science on climate change and recommends statewide priorities for preparing people, communities and resources for climate change. The report also provides context and initial direction for additional state and local coordination and planning for future climate conditions.

The County's **Climate Action Plan** also includes information about increased risks from natural hazards associated with climate change and associated strategies and actions to address them. That information has been included and referenced in this Plan.



## Key Planning Issues and Supporting Information

A number of key planning issues affect natural hazards planning policies and practices in the rural portions of Multnomah County:

- **Coordination with Hazards Mitigation Planning.** The County's Office of Emergency Management maintains and regularly updates the HMP, which spells out a variety of actions and strategies to address and mitigate the potential impacts of natural hazards. In preparing this chapter of the Comprehensive Plan, County planning staff coordinated extensively with Emergency Management staff who were in the process of updating the HMP.
- **Balancing natural hazard mitigation with protection of natural resources.** Reducing the risk of certain hazards, such as wildfires must be balanced with protecting natural resources such as trees and wildlife habitat. The County's wildfire protection standards and policies address this balance to some degree. This issue also will be addressed in implementing additional wildfire protection standards for areas not previously subject to such standards (e.g., rural residential areas).
- **Establishing appropriate thresholds for limiting development in landslide risk areas.** Consistent with the state planning requirement to use up-to-date data to assess and mitigate the risks of damage from natural hazards, the County will use landslide susceptibility data from the Oregon DOGAMI in applying requirements to address those risks. At the same time, the County will also use slope gradient thresholds to apply requirements for investigation and mitigation of landslide risks. County staff, the Community Advisory Committee (CAC) that assisted with policy development and the public had extensive discussion of the appropriate thresholds to use for these requirements and reviewed standards used by other jurisdictions in Oregon and Washington in identifying thresholds to be used in Multnomah County.
- **Addressing channel migration.** In updating this Plan, County staff and the project's CAC discussed the issue of expanding floodplain protection to areas beyond the existing 100-year floodplain to address channel migration. There was general community support for that strategy and it has been incorporated in the Plan.



## GOAL, POLICIES AND STRATEGIES

**Goal:** To reduce impacts to people, property, structures, and natural resources from natural hazards such as erosion, flooding, landslides, earthquakes and wildfires.

### Policies and Strategies Applicable County-wide

The policies in this section focus on assessing the risks from and avoiding or mitigating damage to people, property, and natural resources from potential natural hazards from a land use planning perspective. Additional actions related to County facilities and emergency management planning and actions are found in the County's adopted Hazards Mitigation Plan.

#### *Areas Susceptible to Landslide*

- 7.1 Direct development and landform alterations away from areas with development limitations related to potential hazards associated with steep slopes (over 25%) and other areas shown to be potentially susceptible to landslides or their impacts based on available County and state data associated with these hazards. Allow for exceptions based upon a showing that design and construction techniques can prevent or mitigate public harm or associated public cost and prevent or mitigate adverse effects to nearby properties.

**Strategy 7.1-1:** *Update the County's regulatory slope hazard map, as needed, to more accurately reflect the location of steep slopes and areas potentially susceptible to landslide hazards.*

**Strategy 7.1-2:** *Evaluate and revise the Hillside Development and Erosion Control Overlay zone, as needed, to implement up-to-date regulatory approaches for addressing landslide hazards.*





- 7.2 Protect lands having slopes greater than 25% and lesser slopes shown to be potentially susceptible to landslides from inappropriate development or slope alteration. Consider possible adverse effects on nearby homes and public and private infrastructure.

**Strategy 7.2-1:** *Designate lands with slope greater than 25% and lesser slopes determined to be potentially susceptible to landslides as having development limitations and apply appropriate standards to new development on these designated lands. Slope alteration and site disturbance shall be minimized and measures taken to stabilize slopes, minimize erosion, and replant areas where vegetative cover will be removed.*

**Strategy 7.2-2:** *Investigate the advisability of requiring property owners to record landslide-related limitations as deed restrictions.*

### *Earthquake Hazards*

- 7.3 Direct development away from areas with hazards associated with potential liquefaction resulting from major earthquakes.

**Strategy 7.3-1:** *Determine the types of uses or improvements and the extent to which they should be restricted within areas subject to liquefaction.*

- 7.4 Protect against seismic hazards to structures and ground areas susceptible to earthquake damage.

**Strategy 7.4-1:** *Encourage and promote appropriate building code revisions for areas of greatest seismic hazard, when information on the location of such areas becomes available.*

### *Flooding*

- 7.5 Regulate flood management areas in order to reduce the risk of flooding, prevent or reduce the risk to human life and property, and maintain functions and values of floodplains such as allowing for the storage and conveyance of stream flows through existing and natural flood conveyance systems.

**Strategy 7.5-1:** *For areas of Multnomah County within Metro's jurisdictional boundary, establish standards to reduce the risk of flooding and maintain the functions and values of floodplains pursuant to Title 3 of the Metro Urban Growth Management Functional Plan.*



- 7.6 Reduce potential hazards related to flooding and channel migration through the following strategies:

**Strategy 7.6-1:** *Limit the types of land uses allowed in floodways, floodplains, and channel migration areas to minimize public harm or associated public cost due to flooding.*

**Strategy 7.6-2:** *Establish development standards for development in flood prone areas to mitigate potential adverse effects to surrounding properties and to maintain or increase flood storage and conveyance capacity; periodically update standards based on best practices for minimizing damage and risks from flooding.*

**Strategy 7.6-3:** *Meet minimum requirements to be eligible to participate in the National Flood Insurance program.*

**Strategy 7.6-4:** *Update mapping of floodways and floodplains based on established channel migration data from state or federal agencies or other sources, as needed or as initiated by the County.*





## Wildfire Risks

- 7.7 Require development in areas prone to wildfire risks to meet fire safety and mitigation standards.

**Strategy 7.7-1:** *Use current mapping data related to wildfire risk in determining the location of fire prone areas, supplemented by on-site assessments, if needed.*

**Strategy 7.7-2:** *To reduce wildfire risk and associated impacts while protecting wildlife habitat, expand requirements to areas identified as prone to wildfires but not currently subject to regulations after revising standards to better ensure wildlife habitat compatibility. Weigh and balance wildlife habitat needs with effective wildfire risk reduction.*

**Strategy 7.7-3:** *Ensure that agencies responsible for fire protection are provided an opportunity to comment on development applications prior to approval of the application.*

## Other Issues

**Strategy 7.7-4:** *Investigate and consider updating County zoning code requirements to address areas with multiple hazards in an integrated manner.*

## West Hills Policies and Strategies

There are no policies specific to the subarea.

## Sauvie Island and Multnomah Channel Policies and Strategies

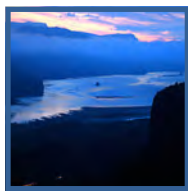
- 7.8 Coordinate with the Sauvie Island Rural Fire Protections District (RFPD) on emergency/disaster preparedness planning and evacuation plans for Sauvie Island residents.

## West of Sandy Policies and Strategies

There are no policies specific to this subarea.

## East of Sandy Policies and Strategies

There are no policies specific to this subarea.



## **CHAPTER 8**

### **PARKS AND RECREATION**



## INTRODUCTION AND BACKGROUND

**G**oal 8 of Oregon's statewide planning goals requires cities and counties to satisfy the recreational needs of its citizens, community members, and visitors, and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts. The goal and its administrative rules call for local governments who have responsibility for providing recreation services and facilities to plan for them in locations and amounts that are consistent with the jurisdiction's resources available to provide them, and to do so in coordination with private entities.

Multnomah County made a policy decision in the early 1990's that it did not have the resources to plan for recreation areas and facilities on a county-wide basis in the urban or rural areas of the County and that other government agencies are better suited to plan for and provide recreation in Multnomah County. Starting in 1993 Multnomah County transferred ownership and management of a number of County recreation facilities to the Metro regional government. These included Blue Lake Park, Oxbow Park, and a number of boat ramps, beaches, and other facilities. As described in this chapter, a variety of regional, state, and federal agencies provide for a wide range of recreational activities within the rural areas of Multnomah County.

This chapter provides an overview of conditions and planning issues associated with park and recreation planning, along with Comprehensive Plan policies and strategies to address them.

## Park and Recreation Conditions

### *Parks and Natural Areas*

Multnomah County does not own or manage any parks or recreational facilities. However, a variety of other local, regional, state, and federal agencies, as well as private organizations, provide for a wide range of natural areas, parks, and recreational activities in or directly adjacent to the County's rural lands. Examples include the following:

- **City of Portland.** Forest Park is adjacent to the West Hills area and is owned and managed by the City of Portland. It includes the lower portions of the Balch Creek Basin and is the City's largest recreational area, as well as the largest natural area park within an incorporated city in the United States. Protection of its integrity as a natural park adjacent to the city and as home to numerous native plant and animal species is a high priority for both the City of Portland and Multnomah County as well as for neighborhood and conservation organizations. The City of Portland has adopted a Natural Resources Management Plan for Forest Park, which is designed to protect and enhance the natural resources in the park.



- **Metro.** The Metro regional government assumed ownership and operation of a number of park and recreational facilities previously owned and operated by the County, including Oxbow Park, Blue Lake Park, and a number of boat ramps and other facilities. Metro also operates the Howell Territorial Park on Sauvie Island, as well as a number of natural areas and nature preserves in Multnomah County managed primarily for ecological values.
- **Oregon Department of Parks and Recreation (ODPR).** The state owns and operates nine state parks or recreation areas within the rural parts of Multnomah County, including Benson, Rooster Rock, Dabney, Government Island, Lewis and Clark, Ainsworth, Women's Forum, George W. Joseph, Guy W. Talbot, and Wapato. The majority of these are in the eastern portion of the County and several are in the Columbia River Gorge National Scenic Area. Only the Wapato recreation and wildlife area is in the western portion of the County (on Sauvie Island). The ODPR also manages additional scenic corridors and trailheads in Multnomah County, primarily in the Columbia River Gorge.
- **Oregon Department of Fish and Wildlife.** This agency manages two wildlife areas on Sauvie Island – the Sauvie Island Wildlife Area and the JR Palensky Wildlife Mitigation Area.
- **United States Forest Service (USFS).** The USFS manages a significant amount of land in the Mt. Hood National Forest in the eastern half of the County within the Columbia River Gorge and East of Sandy areas, including numerous recreation areas and trails. Within Multnomah County, these opportunities are almost entirely within the Columbia Gorge National Scenic Area. The facilities in the Gorge are some of the most heavily visited recreation areas in the state of Oregon. On lands outside of the National Scenic Area, only limited recreation on hiking trails is currently allowed or foreseen in the future. Much of the area along the eastern edge of the National Forest, adjacent to private lands which lie on tributaries of the Sandy River, is closed to recreational activities because it is part of the Bull Run watershed (municipal drinking water supply for Portland).

***“The openness and greenery of the area, together with expansive views of four Cascade peaks and two rivers, give the island a rare and special beauty in the Portland metropolitan area.”***

***- Sauvie Island/Multnomah Channel Community Vision***

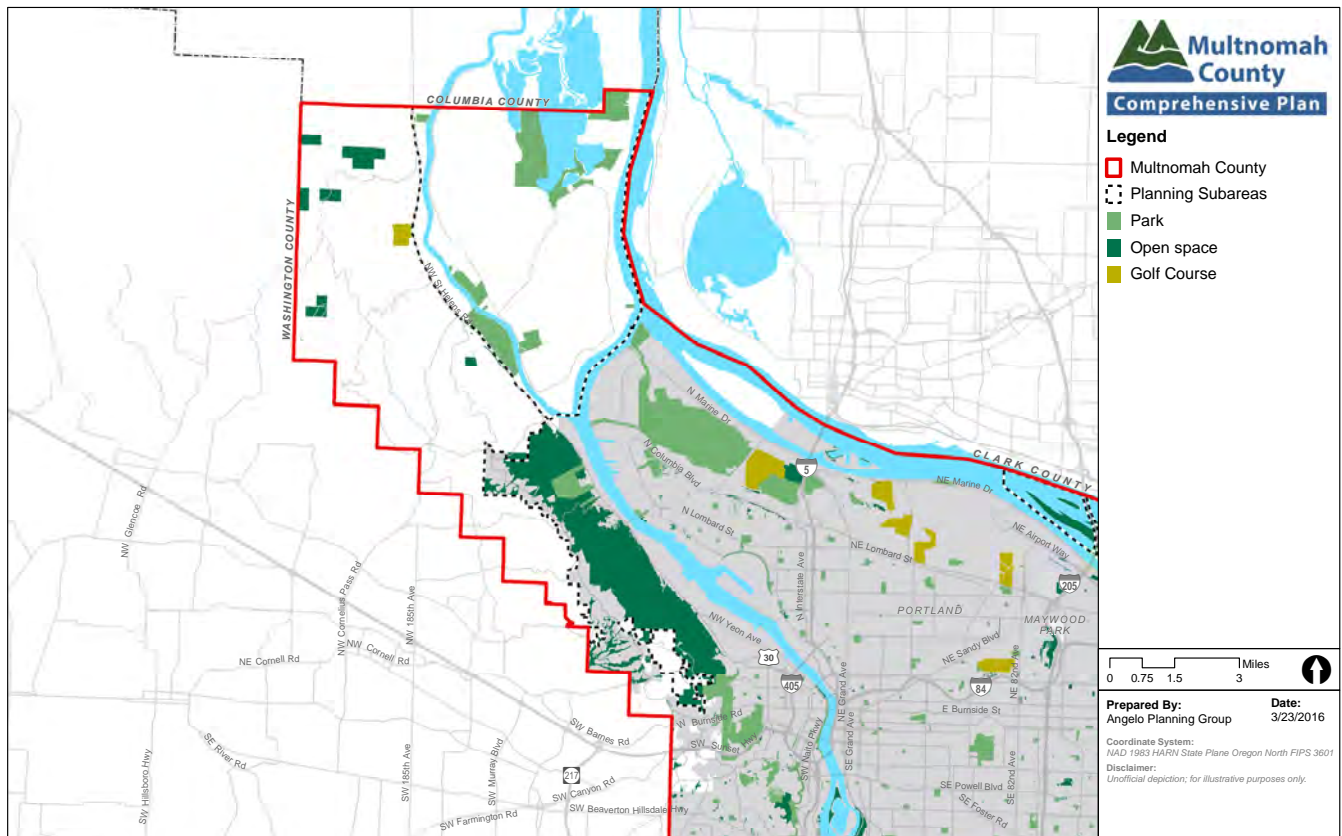


Figure 1- Parks & Open Space, Western Multnomah County

- United States Bureau of Land Management.** The US Bureau of Land Management (BLM) manages approximately 643 acres of federally owned land in the northern portion of the West Hills, divided into six non-contiguous parcels. The BLM also manages about 3,580 acres in east County. Currently these lands are managed primarily for timber production.

Sandy River parks are a major recreational attraction (approximately 1 million visitors annually). The river is designated as a State Scenic Waterway and a Federal Wild and Scenic River between Dodge Park and Dabney State Park. The river provides easy access and outstanding habitat for anadromous fish, due to its outfall into the Columbia below that river's dam system, and the relative lack of development in its watershed. The river is also large enough to allow for non-motorized boating (rafting) and floating. Because it is classified as a navigable waterway, the submerged and submersible lands along the river are "waters of the state" and are managed and regulated by the Oregon Department of State Lands. The parks along the river provide the opportunity for nature study and day use, including rafting, kayaking, and river floating. Several private camps are located adjacent to the river.

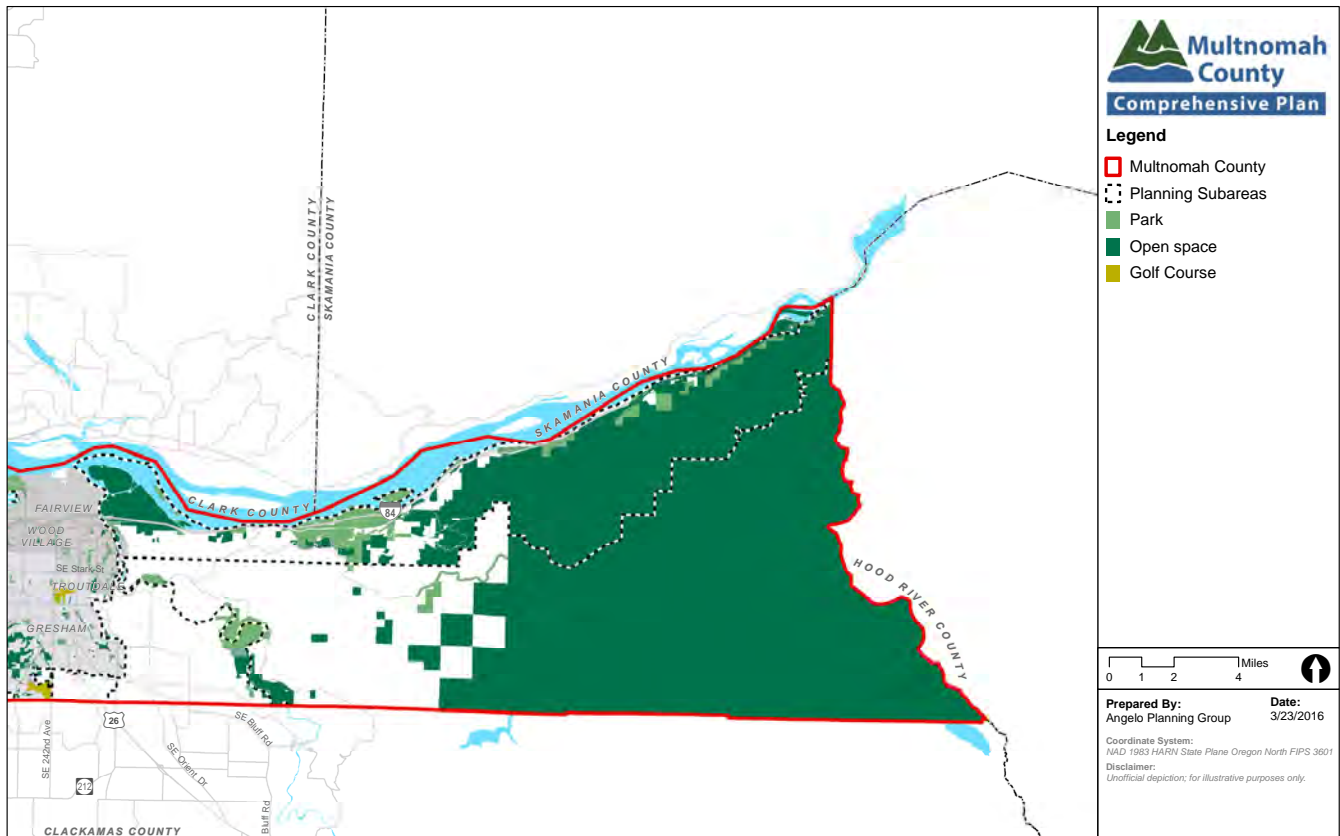


Figure 2- Parks & Open Space, Eastern Multnomah County

## Trails

In addition to the facilities described above, people use a combination of trails and rural roads for recreational walking and bicycling. Recreational trails include those managed by local, regional, state, and federal agencies and which sometimes cross multiple jurisdictions. Regional trails include the Springwater Trail, connecting downtown Portland to the rural community of Boring, the future Westside Trail that will connect Forest Park to the Bethany area, and the Helvetia and Pacific Greenway Trails

The Burlington Northern railroad right-of-way from Highway 30 through Cornelius Pass to Washington County is being considered for a rails-to-trails conversion, which could provide an off-road cycling route through the hills near Cornelius Pass Road and provide a key portion of the Helvetia regional trail.

A significant amount of recreational bicycling occurs on County roads throughout the rural portions of the County, particularly on Sauvie Island, the West Hills, and East of Sandy areas, as well as the Columbia River Gorge National Scenic Area.



## Relevant Studies and Planning Processes

A variety of local, state, and regional plans and policies are relevant to planning for parks and recreation in Multnomah County, including the following.

**Oregon's Statewide Planning Goal 8**, Recreation Needs, calls for each community to evaluate its areas and facilities for recreation and develop plans to deal with the projected demand for them.

**Metro** has a variety of **Parks and Open Space planning documents**, including policies associated with land acquisition, natural resource protection and management, recreational planning, and individual facility master plans. The agency's parks and nature system, including overarching values, operating procedures, facility descriptions and key strategies, is outlined in the Metro Parks and Nature System Plan (2016).

**Columbia River Gorge National Scenic Act** establishes a national scenic area to protect and provide for the enhancement of the scenic, cultural, recreational, and natural resources of the Columbia River Gorge. It also protects and supports the economy of the Columbia River Gorge area by encouraging growth to occur in existing urban areas located throughout the Gorge.

The **Mt. Hood Land and Resources Management Plan** guides all natural resource management activities and establishes management standards and guidelines for the Forest. It describes resource management practices, levels of resource production and management, and the availability and suitability of lands for resource management.

The **Oregon Department of Parks and Recreation** provides information on state park master plans and the Statewide Comprehensive Outdoor Recreation Plan (SCORP). The SCORP provides guidance to counties for delivering quality outdoor recreational opportunities.

The **Forest Park Natural Resources Management Plan** formulates goals, strategies, and actions to protect and enhance park resources and manage recreation use. The plan includes recommendations, strategies and actions, identifies projects, and provides regulations which govern park activities.

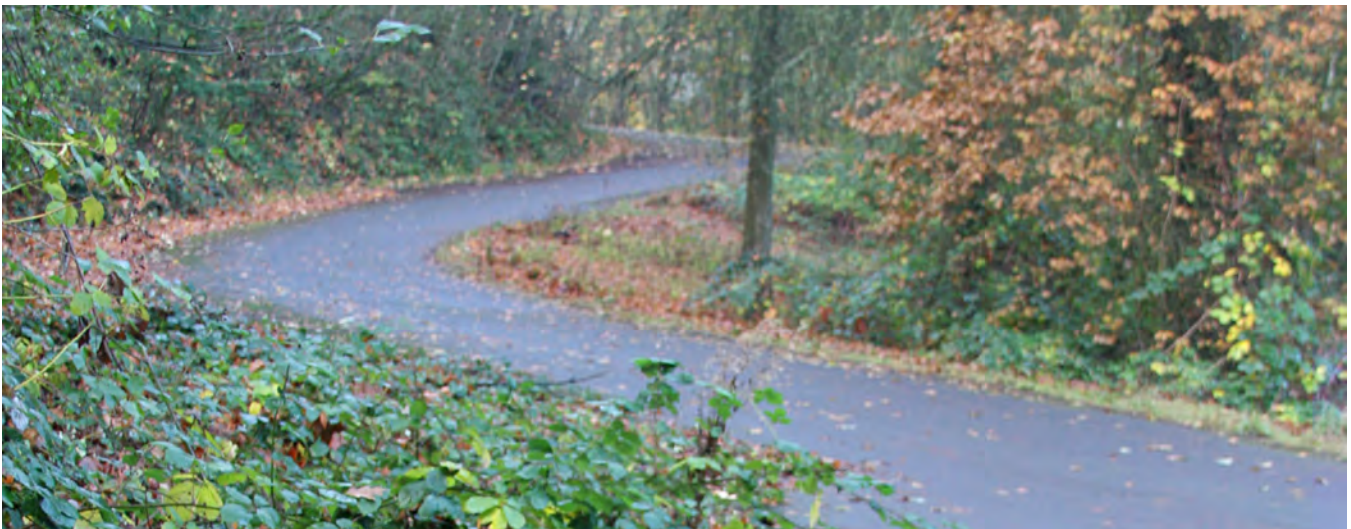
**Individual park or recreation facility plans**, such as those for Oxbow Park, Columbia River Gorge facilities, Howell Territorial Park and others guide activities at those sites.



## Key Planning Issues and Supporting Information

A number of key planning issues affect parks and open space planning policies and practices in the rural portions of Multnomah County:

- **Coordination with other agencies, including land use permitting.**  
While the County does not provide recreational services, it does coordinate with those agencies that do. This includes sharing information with other agencies and the public and reviewing land use permits for park and recreation facilities in some cases. In reviewing land use permits, the County must consider its Zoning Code requirements, as well as the policies of this Plan.
- **Balancing recreational use with protection of natural resources.**  
Oftentimes, recreational facilities are located within environmentally sensitive areas where it is important to balance recreation needs with natural resource management and protection objectives, particularly for riparian areas and wildlife habitat. This issue was raised by community members during preparation of this Comprehensive Plan and a number of policies direct the County to balance these two different types of objectives.
- **Recreational bicycle use on County roads.** A significant number of people use County roads for recreational bicycling. This was a topic of significant discussion during Comprehensive Planning and Rural Area Planning processes. Much of the discussion focused around ensuring that bicycling on County roads can occur safely, that conflicts between different types of road users are minimized, and that bicyclists and motorists are courteous and respectful towards each other. The County's TSP includes a number of policies related to this topic.





## GOAL, POLICIES, AND STRATEGIES

**Goal:** To help meet the recreational needs of Multnomah County rural residents and visitors to its rural areas through support of, and coordination with local, regional, state, and federal agencies that manage recreation facilities and sites within the County.

### Policies and Strategies Applicable County-wide

The policies in this section focus on coordination with other agencies in planning for and providing recreational facilities and services and with balancing recreational needs with goals for natural resource protection. Additional related policies are found in Chapter 5 of this plan and in the County's Transportation System Plan (referenced in Chapter 12).

#### *Parks and Recreation Planning*

- 8.1 Support efforts of the Intertwine Alliance and other organizations in establishing a coordinated approach to create and maintain a strong, interconnected regional network of parks, trails, and natural areas.
- 8.2 Encourage the development of recreation opportunities by public agencies and private entities consistent with wildlife habitat and wildlife corridor protection.
- 8.3 Coordinate with other agencies in strategically siting new public recreational facilities to take advantage of existing infrastructure that allow for multi-modal access opportunities and shared parking. An example would be joint use of park and school facilities by locating them adjacent, or close, to each other.

**Strategy 8.3-1:** *Include provisions in the Zoning Code for privately owned and operated recreational facilities as conditional uses in appropriate zones.*

- 8.4 Ensure that the residents of areas outside of the urban growth boundary are represented on parks and open space issues.

**Strategy 8.4-1:** *Encourage Metro to appoint residents representing different rural areas of Multnomah County to Metro's parks and greenspaces citizens' advisory boards.*

- 8.5 Consider the impacts of proposed recreation facilities on nearby private properties and require applicants to avoid and minimize significant adverse impacts to nearby properties.



## Development Requirements

- 8.6 Require areas for bicycle parking facilities in development proposals where appropriate.

## West Hills Policies and Strategies

- 8.7 Support the natural systems and recreational values of Forest Park and adjacent areas in concert with the City of Portland, Metro, and other agencies.

**Strategy 8.7-1:** *Promote and provide incentives for voluntary use of conservation easements and habitat protection by property owners.*

- 8.8 Support only those recreational activities within the West Hills area that are complementary to, and do not cause undue negative impacts on, natural and environmental resources that are identified in Goal 5 and in the Metro Greenspaces Master Plan and lands approved in Metro's Acquisition Refinement Plan.

## Sauvie Island and Multnomah Channel Policies and Strategies

- 8.9 Continue to coordinate with Metro to ensure compliance with Rural Reserve designations, implementation of Metro's Greenspaces Master Plan, and planning for Howell Park. In particular, work with Metro to:
  - 1. Ensure activities will complement natural and environmental resources of local and regional significance; and
  - 2. Ensure that Howell Territorial Park uses and improvements maintain harmony with the rural character of the plan area as well as natural and cultural resources.
- 8.10 Support only those recreational activities within the SIMC area that are complementary to and do not negatively impact natural and environmental resources on Sauvie Island and along the Multnomah Channel and its tributaries that are identified in Goal 5 and in the Metro Greenspaces Master Plan and lands approved in Metro's Acquisition Refinement Plan.



## West of Sandy Policies and Strategies

- 8.11 Support upgrades and improvements to Oxbow Park consistent with the character of the surrounding area.

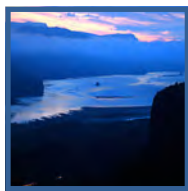
**Strategy 8.11-1:** *Work with Metro to develop a park zoning district for Oxbow Park.*

## East of Sandy Policies and Strategies

- 8.12 Maintain and enhance the recreational value of the Sandy River and Columbia River and adjacent areas in concert with the Columbia River Gorge Commission, Metro, Oregon Parks and Recreation Department, US Forest Service, and other agencies.

**Strategy 8.12-1:** *Implement this policy through the existing National Scenic Area and Significant Environmental Concern provisions within the Multnomah County Zoning Code, and participate in other agency plans such a future National Scenic Area Management Plan update and Metro's Oxbow Park Master Plan.*





## CHAPTER 9

### RURAL ECONOMY



## INTRODUCTION/BACKGROUND INFORMATION

Goal 9 of Oregon's statewide planning goals requires cities and counties to plan for and support economic activity and development. The goal and its administrative rules call for cities and counties that have jurisdiction within an urban growth boundary to identify projected future employment needs through preparation of an economic opportunities analysis and to ensure that adequate land is available to meet those future needs. The vast majority of non-resource based economic activity in Multnomah County occurs in the urban areas of the County and Multnomah County is not required to prepare an economic opportunities analysis for the rural portions of the County.

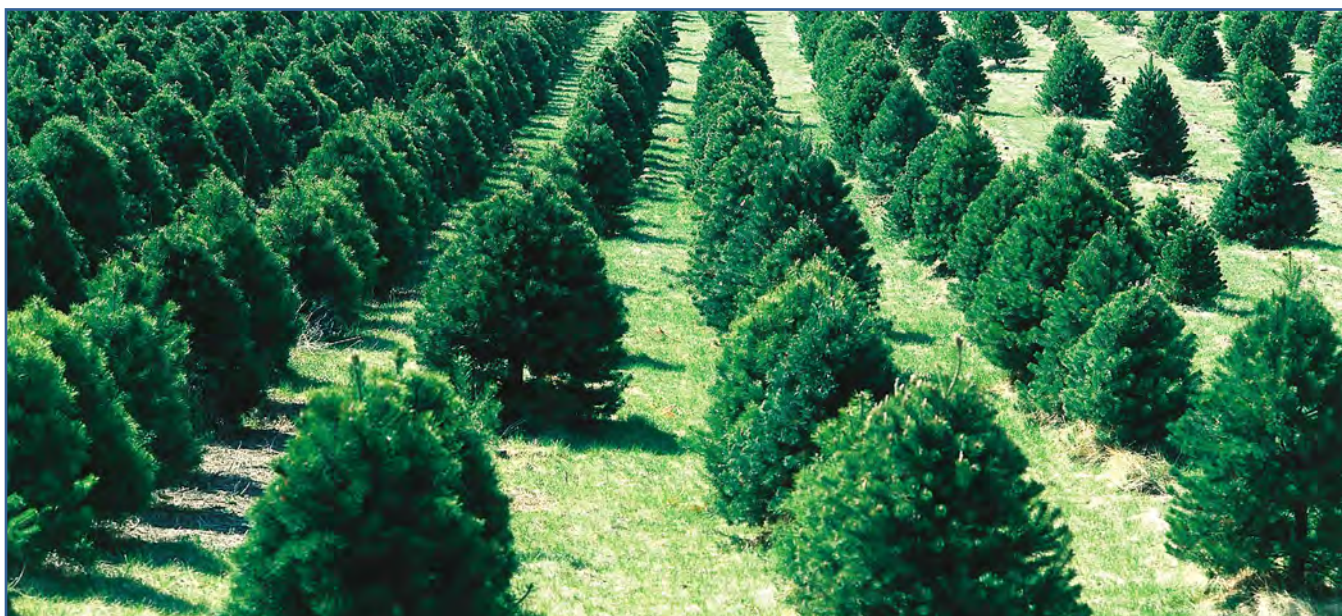
In the rural areas of the County which are the focus of this Comprehensive Plan, most economic activity is related to farm and forest resource-based uses. A certain amount of economic activity also occurs in areas designated for rural commercial or industrial use, primarily within designated rural centers or through home occupations which are allowed in all rural zones.

As a result, this chapter includes a number of general policies supporting economic development within the County, as well as references to other Plan policies that support rural employment and other economic development activities.

This chapter also provides an overview of conditions and planning issues associated with rural economic development, along with Comprehensive Plan policies and strategies to address them.

***"We envision working with all available resources to promote and encourage forest and farm economic development projects and to create conservation land trusts."***

***- East of Sandy Community Vision***





## Economic Conditions

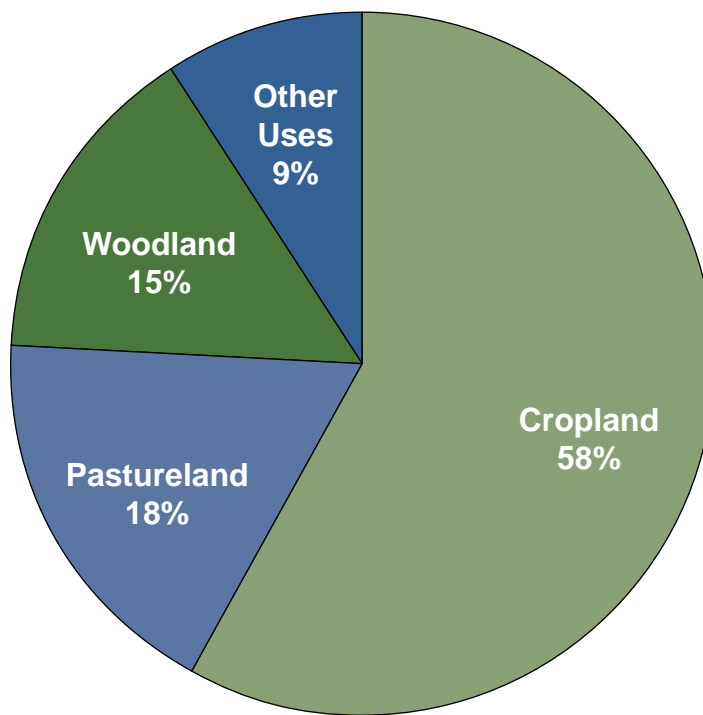
Rural Multnomah County is generally better off economically than the County as whole. According to 2012 US Census data, the rural areas of Multnomah County have a higher median household income than the County as a whole. West County generally has higher income, lower unemployment rate, and lower poverty rate than Multnomah County as a whole. Similarly, East County also has higher income and lower poverty rate, however the unemployment rate is higher than Multnomah County as a whole.

There are 598 farms in Multnomah County, generating almost \$70 million in value of farm products sold. A small percentage of these farms are located inside city limits and the urban growth boundary.

*Table 1 – 2012 Multnomah County Farm Economic Summary<sup>1</sup>*

Number of Farms	598
Land in Farms	29,983 acres
Average Size of Farm	50 acres
Market Value of Product Sold	\$68,936,000
Average per Farm	\$115,278

*Figure 1 – Multnomah County Land in Farms, 2012 by Land Use<sup>1</sup>*



<sup>1</sup> 2012 Census of Agriculture



Table 2 – 2012 Multnomah County Farm Economic Characteristics<sup>2</sup>

FARMS BY VALUE OF SALES	NUMBER OF FARMS
Less than \$1,000	127
\$1,000 to \$2,499	94
\$2,500 to \$4,999	108
\$5,000 to \$9,999	89
\$10,000 to \$19,999	51
\$20,000 to \$24,999	12
\$25,000 to \$39,999	19
\$40,000 to \$49,999	13
\$50,000 to \$99,999	28
\$100,000 to \$249,999	29
\$250,000 to \$499,999	9
\$500,000 or more	19

## Relevant Studies and Planning Processes

A variety of state, regional, and local plans and policies are relevant to planning for Multnomah County's rural economy, including the following.

Oregon's **Statewide Planning Goals** provide comprehensive policy direction for local governments to follow. Goal 9, Economic Development, calls for diversification and improvement of the economy. Most Goal 9 requirements focus on identifying and planning for economic opportunities in urban areas; for rural areas, requirements are relatively limited.

**Multnomah County's Zoning Code** is organized by rural and urban subareas, overall administrative procedures, and general building regulations. The rural and urban subareas (Rural Zoning Code and Urban Zoning Code) contain detailed descriptions of zoning districts and specify what uses are allowed outright or conditionally in each zone. In addition, the codes contain procedures for various land use issues, including design review, variances, and land divisions. The administrative procedures are the processes and procedures by which the County reviews and decides upon applications for all permits relating to the use of land. The building regulations, applicable to most unincorporated areas, includes permit processes for electrical, plumbing, and grading, as well as street standards.

The state **Unincorporated Communities Rule** prescribes what type of commercial, retail, and industrial development can be allowed within unincorporated communities and other rural areas, including limits on the size of individual uses and the area they can serve.

<sup>2</sup> 2012 Census of Agriculture



## Key Planning Issues and Supporting Information

A number of key planning issues affect economic planning policies and practices in the rural portions of Multnomah County:

- **Farm and forest land policies.** One of the primary intentions of the policies found in Chapters 3 and 4 of this Plan (Farm and Forest lands) is to promote agricultural and forest production activities which enhance the rural economy of Multnomah County. Policies related to farm stands, agri-tourism, and wineries also support the area's rural economy while also addressing potential impacts of those uses and activities on surrounding properties, residents, and farming and forestry operations.
- **Rural centers land use.** Designated rural centers are the primary location for non-resource based economic activity in the County. Policies associated with rural centers found in Chapter 2 of this Plan guide and support development of commercial retail, service, office, and industrial uses in these areas, including promoting re-use of existing buildings and providing jobs and shopping opportunities for people within the County's rural centers and surrounding rural areas.
- **Home occupations.** There is broad citizen support for the ability to work in home-based occupations in the rural areas of the County. State law and the County's Zoning Code include provisions allowing for home occupations which are affirmed by policy language in this chapter.





## GOAL, POLICIES, AND STRATEGIES

**Goal:** To support the rural economy of the County, including farm and forest production, as well as commercial, industrial, office, and retail activities; to do so consistent with available infrastructure and resources, in compatibility with other land uses, and in compliance with state and local goals and laws.

### Policies and Strategies Applicable County-wide

The policies in this section focus on broad support for economic activity within the County, as well as for agriculture and forestry operations, economic activity within rural centers or other areas allowing commercial, office, or industrial uses, and for home occupations.

- 9.1 Prioritize and encourage economic development investments and projects that are consistent with the Comprehensive Plan.
- 9.2 Encourage the retention and creation of employment opportunities and economic development projects that require a skilled work force and generate family wage jobs, and that meet the needs of business, industry, and the community.
- 9.3 Direct economic development public expenditures and capital improvements projects into designated rural centers which support the timely, orderly, and efficient growth and development of these centers.
- 9.4 Support economic development investments and land use actions which will:
  1. Promote agriculture and timber production as economic drivers;
  2. Maximize the use of developable sites zoned for commercial and industrial uses;
  3. Recognize the importance of home occupations as a valid employment option for County residents.
- 9.5 Actively support community-based economic revitalization and development efforts which create employment opportunities, generate business investment capital, and improve the attractiveness and marketability of commercial and industrial sites.
- 9.6 Encourage agricultural and timber processing industries which will improve the economic viability of farm and forest production within the County. The location of these processing facilities must be carefully balanced with the protection of agricultural and timber production outside the urban growth boundaries.

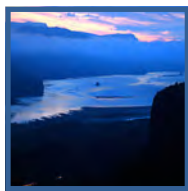


- 9.7 Recognize the importance of the region's river, rail, and road systems to the local and state economy by encouraging the continued maintenance of the river navigation system, rail lines, and highway and maintaining access to shipping channels in support of the movement of goods. Maintenance of the river navigation system includes maintenance of structures such as navigation aids, river gages and mooring buoys, as well as maintaining channel depth.
- 9.8 Allow for home occupations wherever dwellings are permitted in order to assist in developing new business opportunities and to increase convenience to residents, while considering and minimizing impacts on adjacent land uses.

## Policies and Strategies Applicable to Individual Subareas

There are no rural economy policies specific to individual Rural Planning Areas.





## CHAPTER 10 HOUSING



## INTRODUCTION/BACKGROUND INFORMATION

**G**oal 10 of Oregon's statewide planning goals requires cities and counties to plan for housing needed to support their residents, including providing for a variety of housing types at price levels that are affordable to residents with a range of incomes. For urban areas, the goal and its administrative rules call for local jurisdictions to identify projected future housing needs through preparation of a housing needs analysis and to ensure that adequate land is available to meet those future needs. For rural areas, counties are not required to undertake such analyses.

Under the statewide planning program, the vast majority of housing is expected to be located within the urban growth boundaries of cities. In this respect, residents have access to a wide variety of housing options in the urban parts of Multnomah County. However, due to state and regional policies, statutes, and administrative rules, as well as the lack of municipal water and sewer systems in most rural parts of the County, a limited number and range of housing types can be developed in those rural areas. In most areas, only single family homes, including manufactured homes are allowed. Farmworker housing also is allowed in exclusive farm use zones. More dense forms of housing such as apartments and duplexes are not allowed in the County's rural zones.

***"In order to maintain this vision, we recognize that the planned density for residential development must not increase."***

***- West of Sandy Community Vision***

This chapter provides an overview of conditions and planning issues associated with rural housing, along with Comprehensive Plan policies and strategies to address them.





## Housing Conditions

In rural Multnomah County, there are generally more family households compared to the County as a whole and the rest of the state. Family Households are defined by the U.S. Census Bureau as “a group of two or more people related by birth, marriage, or adoption and residing together”. Housing is heavily owner-occupied in all parts of rural Multnomah County. Owner-occupied housing tends to have a larger average household size compared to renter-occupied households.

Households in rural areas of Multnomah County generally have higher incomes compared to the County as a whole. In particular, households in the West Hills have a significantly higher median income. Similarly, all parts of rural Multnomah County tend to have older household members as the median age in rural Multnomah County is higher.

The vast majority of housing in the rural areas of the County is made up of owner-occupied, single-family dwellings, including manufactured homes on individual lots. Housing is spread throughout the different rural planning areas in the County, including in farm and forest zones, mixed use agricultural zones, rural residential areas, and rural centers. On average, the amount and density of housing or residential development is fairly low in these areas but it is higher in the West Hills and West of Sandy areas. Those two areas have just under 4,000 households each and have higher densities of housing than the Sauvie Island/Multnomah Channel (SIMC) or East of Sandy areas although they are still well under one person per acre. Densities and concentrations of housing are higher in rural residential areas and rural centers than in farm and forest zones. Rural residential areas and rural centers tend to make up a relatively small proportion of land in rural areas but include a significant percentage of the housing in a given rural planning area.



Table 1 - Multnomah County Households

	EAST OF SANDY RIVER	WEST OF SANDY RIVER	WEST HILLS	SAUVIE ISLAND/ MULTNOMAH CHANNEL	MULTNOMAH COUNTY	STATE OF OREGON
<b>NUMBER OF HOUSEHOLDS</b>	1,433 (100%)	3,573 (100%)	3,938 (100%)	410 (100%)	304,540 (100%)	1,518,938 (100%)
<b>FAMILY HOUSEHOLDS</b>	1,063 (74.2%)	2,831 (79.2%)	2,832 (71.9%)	233 (56.8%)	163,539 (53.7%)	963,467 (63.4%)
<b>NONFAMILY HOUSEHOLDS</b>	370 (25.8%)	742 (20.8%)	1,106 (28.1%)	177 (43.2%)	141,001 (46.3%)	555,471 (33.6%)
<b>MEAN HOUSEHOLD SIZE</b>	2.65	2.85	2.56	2.14	2.35	2.47

Source: US Census Bureau 2008-2012 ACS Data

In the Sauvie Island/Multnomah Channel area, approximately 350 floating homes existed or had been approved on the Multnomah Channel (2014). Moorages and marinas where these homes are located are leased through the Oregon Department of State Lands which owns and manages “submerged and submersible” land within the state’s navigable waterways. Floating homes are subject to state laws and County Zoning Code provisions. The subject of regulating floating homes and live-aboard boats was discussed extensively during the 2014-2015 Sauvie Island/Multnomah Channel rural area planning process and this Plan incorporates policies and strategies adopted as part of that Plan.





Figure 1 - Multnomah County Census Tracts

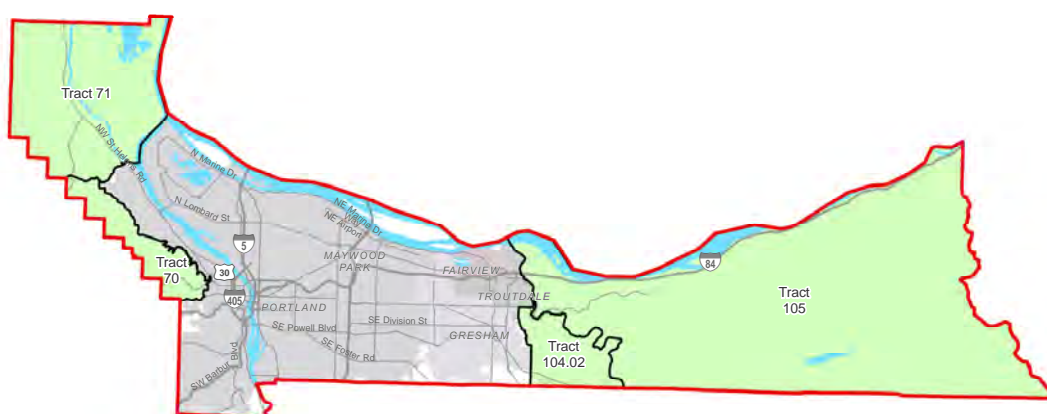


Table 2 - Housing Occupancy

	WEST MULTNOMAH COUNTY		EAST MULTNOMAH COUNTY	
	CENSUS TRACT 70	CENSUS TRACT 71	CENSUS TRACT 104.02	CENSUS TRACT 105
<b>TOTAL HOUSING UNITS</b>	3,260 (100%)	1,266 (100%)	2,098 (100%)	1,569 (100%)
<b>OCCUPIED HOUSING UNITS</b>	3,129 (96.0%)	1,190 (94.0%)	1,998 (95.2%)	1,471 (93.8%)
<b>VACANT HOUSING UNITS</b>	131 (4.0%)	76 (6.0%)	100 (4.8%)	98 (6.2%)

Source: US Census Bureau 2008-2012 ACS Data

Table 3 - Housing Tenure & Household Size

	WEST MULTNOMAH COUNTY		EAST MULTNOMAH COUNTY	
	CENSUS TRACT 70	CENSUS TRACT 71	CENSUS TRACT 104.02	CENSUS TRACT 105
<b>OCCUPIED HOUSING UNITS</b>	3,129 (100%)	1,190 (100%)	1,998 (100%)	1,471 (100%)
<b>OWNER-OCCUPIED</b>	2,708 (86.5%)	1,003 (84.3%)	1,568 (78.5%)	1,118 (76.1%)
<b>RENTER-OCCUPIED</b>	421 (13.5%)	187 (15.7%)	430 (21.5%)	352 (23.9%)
<b>AVG. HOUSEHOLD SIZE OF OWNER-OCCUPIED UNITS</b>	2.7	2.24	3.2	2.94
<b>AVG HOUSEHOLD SIZE OF RENTER-OCCUPIED UNITS</b>	2.37	2.36	2.57	2.18

Source: US Census Bureau 2008-2012 ACS Data



## Relevant Studies and Planning Processes

A variety of state, regional, and local plans and policies are relevant to planning for housing in Multnomah County, including the following.

Oregon's **Statewide Planning Goal 10**, Housing, specifies that local jurisdictions must plan for the housing needs of their citizens. However, the majority of the Goal 10 and associated administrative rule and statutory provisions apply to land within urban growth boundaries, with relatively few requirements for meeting housing needs in rural areas.

The **regional Urban Growth Boundary (UGB)** separates existing urban and rural areas, with housing needs for the County primarily being met inside the UGB. In addition, Urban and Rural Reserves located outside of the urban growth boundary (UGB) limit and guide future urban expansion. Urban Reserves are intended to facilitate long-term planning for urbanization in the Portland metropolitan area and to provide greater certainty about the future expansion of the UGB. Rural Reserves are intended to provide long-term protection for large blocks of agricultural land and forest land, and for important natural landscape features that limit urban development. OAR 660-027 provides regulations to balance Urban and Rural Reserves that best achieves livable communities.

The **Rural Residential Rule** (OAR 660-04-0040) states that, "... a local government shall not allow more than one permanent single-family dwelling to be placed on a lot or parcel in rural residential areas".

**Multnomah County's Zoning Code** is organized by rural and urban subareas, overall administrative procedures, and general building regulations. The rural and urban subareas (Rural Zoning Code and Urban Zoning Code) contains detailed descriptions of zoning districts and specify what uses are allowed outright, or conditionally in each zone. In addition, the codes contain procedures for various land use issues, including design review, variances, and land divisions. The administrative procedures are the processes and procedures by which the County reviews and decides upon applications for all permits relating to the use of land. The building regulations, applicable to most unincorporated areas, include permit processes for electrical, plumbing, and grading, as well as street standards.

The state **Unincorporated Communities Rule** provides guidance for the development of residential and other uses within designated unincorporated communities. The County's designated unincorporated communities are zoned as Rural Centers and generally allow for denser development and a wider range of housing types in these areas, in comparison to other rural portions of a county.



## Key Planning Issues and Supporting Information

A number of key planning issues affect housing policies and practices in the rural portions of Multnomah County:

- **Consistency with state requirements.** As mentioned above, state requirements are very prescriptive in terms of the types and amount of housing that can be allowed in farm, forest, rural residential, and rural center zones. Restrictions on public water and sewer service in rural areas can further constrain the types of housing that may be developed in these areas.
- **Accessory dwelling units.** Some community members have expressed a desire to allow for accessory dwelling units (ADUs) in rural areas of the County to help meet the needs for more affordable types of housing and to provide options for dependent family members. ADUs are secondary dwellings created on property that already has a primary home. The second unit is created auxiliary to, and is generally smaller than the primary dwelling. Despite this desire, a combination of state rules prevents the County from being able to allow these units in the future in most rural areas, with the exception of secondary dwellings as temporary health hardship dwellings, accessory farm dwellings, and farm help dwellings for a relative of the farm operator in selected zones. Beyond this, County staff identified only one opportunity for allowing additional ADUs – in the Springdale Rural Center. However, a majority of community members who commented on this issue as part of the Comprehensive Plan update process did not support allowing ADUs in that area.
- **Floating homes and live-aboard boats.** The subject of regulating floating homes and live-aboard boats was discussed extensively during the 2013-2015 Sauvie Island/Multnomah Channel rural area planning process. Specific planning issues included access problems to marinas and moorages caused by railroad crossings; state requirements associated with allowing for new floating homes or expansion of marinas or moorages; how rural character is defined for floating homes; and the need to address live-aboard boats as residences.





## GOAL, POLICIES, AND STRATEGIES

**Goal:** To support housing opportunities for rural County residents (including lawfully authorized marinas and moorages and floating residential units), while meeting health and safety concerns, minimizing environmental and resource land impacts, and complying with state land use requirements.

### Policies and Strategies Applicable County-wide

The policies in this section focus on general housing issues and needs, with an emphasis on helping to meet certain types of housing needs in the rural areas of the County. Other policies are associated with marinas, moorages, and floating homes in the Sauvie Island/Multnomah Channel area.

- 10.1 Encourage the provision of housing affordable to residents of all incomes and household types.
- 10.2 Maintain a non-exclusionary housing policy.
- 10.3 Support efforts to conserve existing housing stock, particularly housing that is affordable to community members with low and moderate incomes.
- 10.4 Accommodate innovative housing types which decrease development costs to improve housing affordability.





- 10.5 Encourage innovative housing construction techniques which increase energy efficiency and reduce carbon emissions.
- 10.6 Reevaluate regulations and, where possible, streamline or eliminate requirements to reduce development costs.
- 10.7 Support the provision of housing for the elderly, including low-maintenance, small units within existing communities.
- 10.8 Support the provision of housing in sizes and styles which suit the needs of smaller households, including single adults and couples without children.
- 10.9 Cooperate with the private sector to expand the supply of housing which is affordable to low and moderate income residents.

**Strategy 10.9-1:** *Work with the regional government to determine expected housing demand in the unincorporated County based upon demographic and housing trends, transportation improvements, and economic development in the region.*

**Strategy 10.9-2:** *Work with trade associations, community groups and other interested groups to reduce the cost of housing through the formulation of:*

- 1. Alternative road and improvement standards;
  - 2. Legislative amendments to the Oregon Specialty Codes;
  - 3. Expeditious design review, building permit, and land division processes;
- 10.10 Allow for manufactured homes on individual lots where single family dwellings are allowed, consistent with state law, and provide site development standards for such dwellings.

## West Hills Policies and Strategies

There are no policies specific to this subarea.



## Sauvie Island and Multnomah Channel Policies and Strategies

- 10.11 New floating residences shall only be located within the 17 approved marina and moorage facilities located within and along the Multnomah Channel subject to existing limits on the number of dwelling units approved at each facility.

Existing marina and moorage facilities may be reconfigured within their respective DSL lease areas. No new floating homes will be approved beyond the existing approved number of dwelling units.

1. Significant reconfigurations within existing marina and moorage facilities shall only occur through the Community Service and Conditional Use process subject to all applicable County zoning standards. A reconfiguration shall not create more than a single row of floating residential units.
2. Coordinate with the National Oceanic and Atmospheric Administration Fisheries Division (NOAA Fisheries) to amend the Willamette River Greenway overlay zone to include objective design standards that protect salmon habitat and fish passage within and along the Multnomah Channel. Coordinate with the Oregon Department of State Lands (DSL) to ensure compliance with the Endangered Species Act (ESA) through its in-water leasing program.
3. Adopt building, plumbing, electrical, and mechanical standards for floating structures.
4. As directed by Portland's Bureau of Environmental Services and/or Oregon's Department of Environmental Quality, marina and moorage owners must provide for safe and easy collection and disposal of sewage from marine uses in Multnomah Channel.
  - a. Require marinas and moorages with floating structures to meet state standards for sewage collection and disposal similar to those standards that apply to dwellings on land.
  - b. Boat slips serving boats with onboard cooking and/or sanitation facilities must be provided with an onsite mechanism for disposal of sewage, either through connections at each slip or through the availability of on-site alternative pump out facilities which are reasonably safe from accidental spillage.



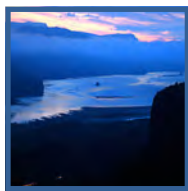
5. The number of floating homes, combos, and live-aboards at a marina or moorage facility shall not in combination exceed the number of floating residential units for which the facility has obtained County land use approval. Where the number of existing floating residential units at a marina or moorage facility exceeds the number of floating residential units that the County has approved at that marina or moorage on the effective date of the 2015 Sauvie Island/Multnomah Channel Rural Area Plan (October 3, 2015), then within one year following that date the marina or moorage owner shall provide the County with a plan to bring the facility into compliance over the coming years.
- 10.12 Maintain a current inventory of all marinas and moorages. Include all dwellings, boat slips, floating structures, live-aboards and supporting infrastructure in the inventory. The County Transportation and Land Use Planning Department shall notify all moorage owners to submit the required inventory within 120 days of the effective date of the Sauvie Island/Multnomah Channel Rural Area Plan (October 3, 2015) and may require updates as needed.
- 10.13 Review consistency of definitions of floating home, houseboats, boathouses, live-aboards, combos, etc. used by agencies such as the Multnomah County Assessor, the City of Portland, and the State when amending the Zoning Ordinance. Adopt a definition that includes all of these in some category (such as floating residential units) to which all policies apply.
- 10.14 Allow live-aboards to be used as full time residences within a marina or moorage and count the live-aboard slip in the total number of residences approved for the marina or moorage. This live-aboard option requires Community Service (CS) approval and requires that boats meet health, safety, and environmental standards (i.e. electrical, water, and sanitation) for occupied boats docked in a marina or moorage.
- 10.15 Consider standards to allow temporary use of live-aboard boats within marinas and moorages. This option requires that boats meet health, safety, and environmental standards (i.e. electrical, water, and sanitation) for occupied boats docked in a marina or moorage.

## West of Sandy Policies and Strategies

There are no policies specific to this subarea.

## East of Sandy Policies and Strategies

There are no policies specific to this subarea.



## CHAPTER 11

### PUBLIC FACILITIES



## INTRODUCTION/BACKGROUND INFORMATION

**G**oal 11 of Oregon’s statewide planning goals requires cities and counties to plan for the provision of public facilities needed to support development. The goal and its administrative rules call for cities and counties to “*plan and develop a timely and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.*” Within unincorporated urban areas of the County, pursuant to intergovernmental agreements, cities and special districts plan for public facilities to serve urban development. In the rural portions of the County outside the urban growth boundary, the County intentionally limits facilities to those appropriate to serve rural development allowed by state law. Outside of designated unincorporated communities, public sewer lines cannot be extended into these areas, except to address health hazards or to respond to other special circumstances. Historically, public water lines have been located within a number of rural water districts, including in Corbett and other locations.

***“In the West Hills, the Skyline Grange, Skyline Elementary School, Skyline Ridge Neighbors, and Forest Park Neighborhood Association provide community and communication for area residents. There are no sewers and limited public water facilities in the area. Ground water via wells supply most water needs”***

***- West Hills Community Vision***

Other public facilities may be provided and located in rural areas, including schools, fire and police facilities, utilities, and communication facilities. With the exception of County Sheriff facilities and services, these other public facilities are primarily provided by other non-county public agencies or the private sector. The primary role of the Comprehensive Plan in relation to these facilities is to provide policies for coordination and regulation of these facilities, including where and how they can be sited.

This chapter provides an overview of conditions and planning issues associated with public facilities, along with Comprehensive Plan policies and strategies to address them. Park and recreational facilities, as well as transportation facilities, also fall under the category of public facilities, but these are addressed separately in chapters 8 and 12 of this Plan.

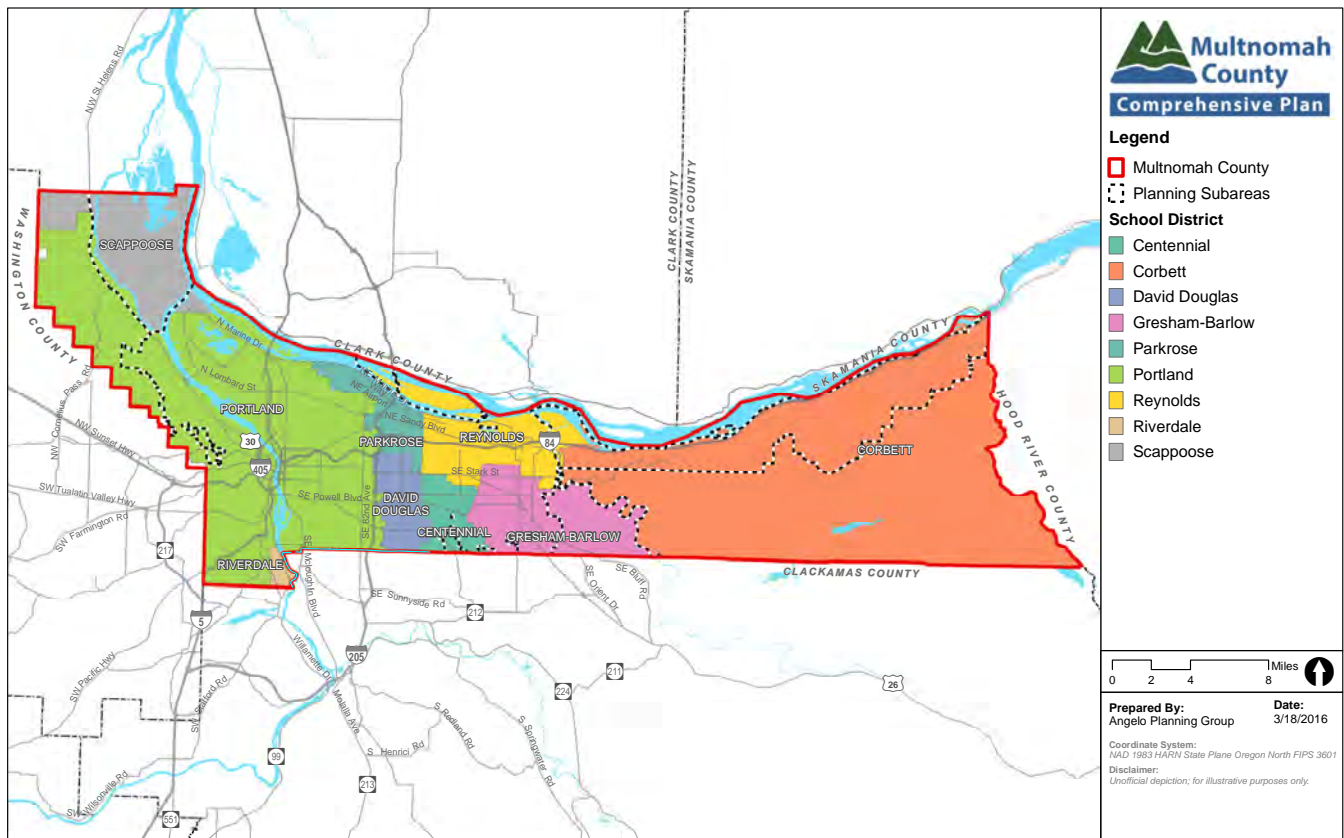


## Public Facilities Conditions

In rural Multnomah County, most sewer, water, and drainage facilities are installed and maintained on-site by individual property owners or other private entities with the exception of road drainage facilities. For most rural households and businesses, domestic water is obtained via private wells and most wastewater is treated by on-site septic systems although municipal sewer service is provided in a few scattered locations inside the Urban Growth Boundary per agreements with other providers (e.g., Cities of Fairview, Gresham, and Portland). Additionally, Multnomah County operates the Dunthorpe-Riverdale Sanitary Service District, which provides sanitary sewer to residents in the unincorporated Dunthorpe neighborhood as well as a few properties in Clackamas County and the City of Portland. No additional municipal service is planned for the rural areas in the future. In a few rare cases, wastewater is collected in storage tanks and transported off-site for treatment.

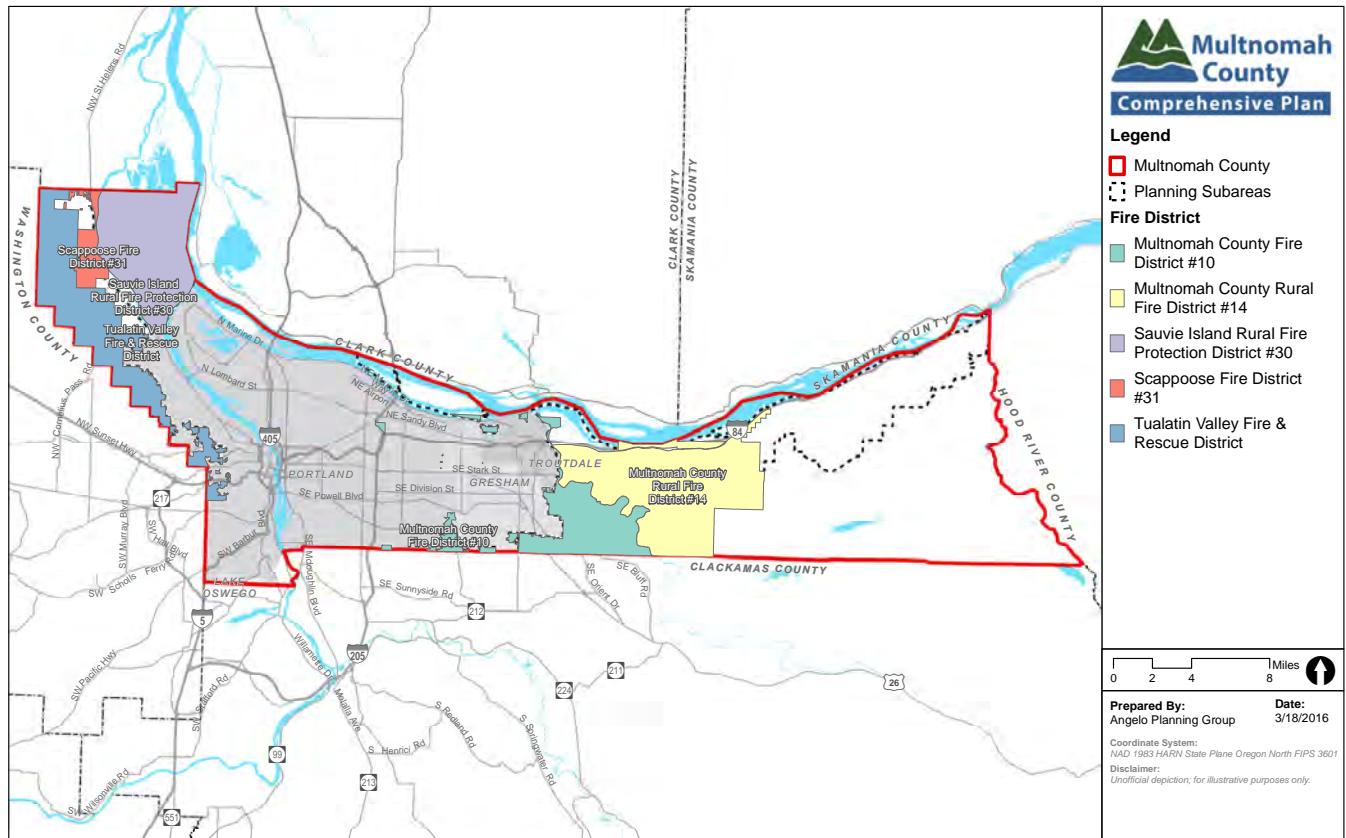
The Multnomah County Environmental Health Department conducts water system surveys of small water systems once every 3-5 years, depending on the population served, to ensure that they are being maintained properly. The Department also reviews permits for and inspects wastewater collection and treatment facilities for consistency with state requirements. Multnomah County contracts with the Portland Bureau of Development Services (BDS) to review all applications for on-site sewage disposal systems including those for marinas and floating home moorages along Multnomah Channel.





**Figure 1- School Districts in Multnomah County**

A number of schools are located within rural portions of Multnomah County, including those operated by the Beaverton, Centennial, Corbett, Gresham-Barlow, Portland, Reynolds, and Scappoose School Districts. Public schools in unincorporated areas include Corbett Grade School, Middle School, and High School, East Orient Elementary School, Pleasant Valley Elementary School, Sam Barlow High School, Sauvie Island Academy, Skyline School, and West Orient Middle School. Planning for these facilities is undertaken entirely by the school districts. The County's primary role in relation to them is to review land use permits associated with improvements to these schools or proposals for construction of new schools.



**Figure 2- Fire Districts in Multnomah County**

The Multnomah County Sheriff's Department provides police services in the unincorporated portions of the County. Fire protection and other emergency response services are provided by independently operated Multnomah County rural fire districts #10 and #14, as well as the Sauvie Island Fire District, Scappoose Fire District, and Tualatin Valley Fire and Rescue District. Ambulance service is provided by private companies that are authorized to operate in the County. From a land use and comprehensive planning perspective, the County's main role in relation to these services is to review land use permits associated with proposed facility improvements and to notify them about development proposals that may affect their service capabilities and facility needs.

Energy facilities, including electrical and natural gas distribution lines, electrical substations, and related facilities are provided and maintained by private utility companies. A number of large electrical and gas transmission lines cross rural portions of the County, particularly the West Hills, Sauvie Island, and East of Sandy River areas. Communication facilities, including cable and satellite television, telephone, and internet services also are provided by a variety of private entities.



New facilities and modifications to existing facilities are needed to meet the energy and communications needs of county residents, businesses and other community organizations. The County reviews applications for new facilities and coordinates facility improvements with road repair and construction activities. The County also coordinates with state and federal agencies regarding siting and development of energy facilities.

Solid waste collection service within the rural areas of the County is provided by several private waste haulers. The County licenses these haulers and administers rules that the haulers must follow. These rules are intended to ensure a comprehensive and consistent level of recycling services for the region and to assist the region in meeting state waste recovery, reduction, and recycling goals, as well as related conservation of natural resources and reduced greenhouse gas emissions.

## Relevant Studies and Planning Processes

A variety of state, regional, and local plans and policies are relevant to planning for public facilities in Multnomah County, including the following.

Oregon's **Statewide Planning Goal 11** provides overall guidance for planning for public facilities, with an emphasis on water, wastewater, and stormwater facilities. Counties are directed to plan for public facilities in rural areas, consistent with the rural nature of those areas. They also are required to develop and adopt community public facility plans, typically as part of preparing unincorporated community plans, regulating facilities and services for certain unincorporated communities outside urban growth boundaries. The Goal 11 administrative rule also provides guidance on where sewer and water lines may be located, as well as needed coordination with other service providers.

The state **Unincorporated Communities Rule** provides guidance related to the provision of and planning for public facilities and services within unincorporated communities that have been acknowledged by the State.

The **Oregon Department of Environmental Quality (DEQ)** establishes standards for water and wastewater facilities and services, including standards for treatment and allowable types of systems that can be used in rural areas.

The **Oregon Department of Energy (DOE)** and the **Federal Energy Regulatory Commission (FERC)** regulate the siting and design of certain types of energy production and distribution facilities via Oregon administrative rules and statutes and federal requirements.

**Multnomah County's Zoning Code** includes standards related to the siting and design of a variety of public facilities, including their location, allowed uses within them, and the design of sites and structures.



**County solid waste regulations** include standards for residential and business waste collection and recycling, including public information requirements, licensing of solid waste service providers, and enforcement for non-compliance of County regulations.

**Local service provider plans**, including those for school districts, fire districts, energy and telecommunications providers, and others provide important information about the need for future facilities and services.

The **Urban Growth Boundary (UGB)** establishes the line between urban and rural densities, and largely controls the level of public facilities and services that will be provided to development outside the UGB.

## **Key Planning Issues and Supporting Information**

A number of key planning issues affect public facilities policies and practices in the rural portions of Multnomah County:

- **Impact of wastewater on water and other natural resources.** As described above, water and wastewater facilities in rural areas must be appropriate and suitable to serve rural levels of development and may not be designed to promote urban development in rural areas. Wastewater treatment in particular depends on site characteristics, including soil and drainage conditions and the size of the property. Community members expressed concerns about the potential for development to exceed the carrying capacity of the land, cause groundwater contamination and/or create other adverse impacts. County regulations and monitoring practices ensure that water and wastewater treatment processes and facilities comply with state requirements and are consistent with the carrying capacity of a given property.
- **Innovative technology.** Community members and the Community Advisory Committee (CAC) debated the use of innovative technology and sustainable practices to treat wastewater and stormwater and reduce water consumption. They noted that such practices could allow for development of properties that might otherwise be limited by soil conditions or other factors. Others expressed concerns about potential increases in the amount or density of development that could result if non-conventional wastewater treatment systems are allowed. County development and density requirements cannot be superseded by use of alternative or innovative wastewater treatment facilities. In addition, such facilities must still comply with local and state requirements and cannot exceed the capacity of a given site.



- **Siting of energy and communications facilities.** New facilities and modifications to existing facilities are needed to meet the energy and communications needs of County residents, businesses, and other community organizations. At the same time, community members noted concerns about siting utilities in rural areas that are intended solely to serve adjacent urban areas and recommended that the County develop criteria to ensure that such facilities could only be located in rural areas if no viable urban location is feasible.
- **Coordination of repair and installation of utility and communication lines.** Community and CAC members recommend policies and practices to ensure that road repair projects and utility installation are well-coordinated to reduce the need for multiple construction projects on the same facility. They also recommend undergrounding of utility lines wherever possible.
- **Rest stops.** Although tied to transportation, another public facilities issue raised and discussed by the CAC was the need for restrooms along the most heavily used travel routes to accommodate recreational and tourist users. The CAC recommends policies and practices for placement of rest stop facilities with sufficient safeguards to address potential impacts to the surrounding community.
- **Alternative Use of School Buildings.** Vacant or under-utilized public school buildings may have serious detrimental effects on the neighborhoods that surround them if allowed to stand idle and fall into disrepair. There are many benefits to the community when the buildings are occupied and reused. Cooperative pre-planning by the school district, local government and the people of the community can help to identify those beneficial uses and provide flexibility in securing their location. School districts can plan and budget for reuse of their space resources more effectively if appropriate alternative uses are determined and accepted in advance. Longstanding policies to promote the efficient alternative use of vacant and under-utilized public school buildings remain important to the rural communities and have been retained in this Comprehensive Plan.



## GOAL, POLICIES, AND STRATEGIES

**Goal:** To coordinate and collaborate with service providers and affected agencies to ensure an appropriate level of public services to rural areas of the County, consistent with their rural character.

### Policies and Strategies Applicable County-wide

The policies in this chapter focus on coordination with other service providers, minimizing and mitigating impacts of public facilities, regulating the siting and design of facilities, and ensuring that public facilities meet the needs of the rural areas of Multnomah County.

#### *General Policies and Strategies*

- 11.1 Taking the following factors into consideration, plan and ensure a timely and efficient arrangement of public facilities and services to serve as a framework for appropriate levels of development of land within the County's jurisdiction.
  1. The health, safety, and general welfare of County residents;
  2. The level of services required, based upon the needs and uses permitted in urban, rural, and natural resource areas;
  3. Environmental, social, and economic impacts.
- 11.2 Develop and implement public services and facilities plans and capital improvements programs that will result in the following:
  1. Coordination of land use planning and provision of appropriate types and levels of public facilities.
  2. Coordination of a full range of public facilities and services among all agencies responsible for providing them.
  3. Provision of adequate facilities and services for existing uses.
  4. Protection of natural resource and rural areas.
- 11.3 Support the siting and development of public facilities and services appropriate to the needs of rural areas while avoiding adverse impacts on farm and forest practices, wildlife, and natural and environmental resources including views of important natural landscape features.
- 11.4 Reduce Multnomah County's long-term public works costs by eliminating marginal facilities and extending the life of others through timely maintenance and functional upgrading.



- 11.5 Set and schedule capital improvements project expenditures based on an evaluation which includes the consideration of the following:
1. Public health, safety, and general welfare.
  2. County liabilities, assets, and resources.
  3. Existing service system maintenance and update costs.
  4. Minimization of costs due to coordination of scheduled public works projects.
  5. Private and public resources availability for financing and maintaining service system improvements.
  6. Conformance with the Comprehensive Plan.
  7. Time required to provide service and reliability of service.
  8. Equity in meeting the needs of low-income and minority populations.
- 11.6 Use capital improvements programming and budgeting to achieve levels of public facilities and services appropriate to rural areas.
- 11.7 Coordinate plans for public services and facilities with plans for designation of urban boundaries, urbanizable land within the UGB, rural uses outside the UGB, and for the transition of rural to urban uses within UGB expansion areas.
- 11.8 Identify needs and priorities for public works capital improvements in conjunction with the Comprehensive Plan.





11.9 To achieve desired types and levels of public facilities and services, consider existing and new, creative methods and devices such as, but not limited to, the following:

1. Tax incentives and disincentives
2. Public and private grants
3. Land use controls and ordinances
4. Multiple use and joint development practices
5. Fee and less-than-fee acquisition techniques
6. User fees
7. Public/private partnerships

**Strategy 11.9-1:** *Seek grants and similar financial resources to fund capital improvements projects, where possible.*

**Strategy 11.9-2:** *Strive to achieve a long-term facilities plan and capital improvements program integrated with the cities and special service districts.*

11.10 Except as otherwise provided by law, new electrical substations and water system storage tanks or reservoirs intended to solely serve uses within the urban growth boundary shall not be located outside the urban growth boundary unless it can be demonstrated that there is no practical alternative site within the urban growth boundary that can reasonably accommodate the use.

**Strategy 11.10-1:** *Amend the County Zoning Code to require a finding that all reasonable alternatives to the location of the electrical substation or water system storage tank or reservoir have been explored and that all of the alternatives are impractical. The cause for an alternative to be impractical shall not be of the applicant's own making and shall not be based solely on financial grounds.*

11.11 For development that will be served by a power utility company, the utility company must be willing and able to provide the power needs of the development.



### *Water Supply and Wastewater Treatment Systems*

11.12 A water supply system for new development shall be by either of the following methods:

1. Connection to a public water system having adequate capacity to serve the development and all other system customers
2. A private water system that produces safe drinking water with sufficient volume and pressure to meet applicable Building Code and Fire Protection Code

11.13 Wastewater disposal for new development shall be by any of the following methods:

1. Connection to a public sewer system having adequate capacity to serve the development and all other system customers
2. A private system that meets Oregon Department of Environmental Quality regulations

### *Stormwater Drainage*

11.14 Stormwater drainage for new development and redevelopment shall prioritize water quality and natural stream hydrology in order to manage stormwater runoff in accordance with the following:

1. The run-off from the site shall not adversely affect the water quality in adjacent streams, ponds, or lakes, or alter the drainage on adjoining lands, or cause damage to adjacent property or wildlife habitat.
2. Stormwater infiltration and discharge standards shall be designed to protect watershed health by requiring onsite detention and/or infiltration in order to mimic pre-development hydraulic conditions so that post-development runoff rates and volumes do not exceed pre-development conditions.
3. Apply Low Impact Development Approaches (LIDA) in order to conserve existing resources, minimize disturbance, minimize soil compaction, minimize imperviousness, and direct runoff from impervious areas onto pervious areas.
4. Protect and maintain natural stream hydrology (or flow), with an emphasis on reducing hydromodification impacts such as stream incision and widening.



5. Develop and adopt drainage system design guidelines and standards to accommodate fish and wildlife passage where appropriate.
6. Develop and adopt standards for managing stormwater in landside hazard areas in accordance with best management practices.

### *Energy Facilities*

- 11.15 Work with utility and communications companies that own transmission, distribution and communication lines to bury the lines to provide more secure power and communications service during emergency situations and improve scenic qualities.

**Strategy 11.15-1:** *Determine the costs and benefits of burying power and communication lines in conjunction with utility and telephone service providers and community representatives.*

**Strategy 11.15-2:** *Amend the Zoning Code to require new or replacement development to underground personal power and communication lines serving the development, with exceptions for unusual circumstances.*

- 11.16 Ensure that public service providers and utility providers have the capability to serve proposed new development by inviting their review and comment on development applications that may impact them.

**Strategy 11.16-1:** *Circulate development proposals to affected service and utility providers (i.e. County Sheriff's Office, School Districts, Water Districts, Fire Districts, etc.).*

### *Solid Waste Management*

- 11.17 Implement a solid waste and recycling management program that complies with State law, the Regional Solid Waste Management Plan, and the County's intergovernmental agreement with Metro.

**Strategy 11.17-1:** *The County should revise its solid waste and recycling management program as needed to comply with amendments in state law, the Regional Solid Waste Management Plan, or its intergovernmental agreement with Metro.*



### *Police, Fire, and Emergency Response Facilities*

- 11.18 As appropriate, include school districts, police and fire protection, and emergency response service providers in the land use process by requiring review of land use applications from these agencies regarding the agency's ability to provide the acceptable level of service with respect to the land use proposal.

**Strategy 11.18-1:** *Encourage school districts to review land use proposals for, among other factors as determined by the school district, impacts to enrollment and the district's ability to meet community educational needs within existing or planned district facilities and impacts to traffic circulation and pedestrian safety.*

**Strategy 11.18-2:** *Encourage police, fire protection, and emergency response service providers to review land use proposals for, among other factors as determined by the agency, sufficiency of site access and vehicular circulation and, for fire protection purposes, the availability of adequate water supply, pressure, and flow, whether provided on-site or delivered from off-site.*

### *Rest Stops*

- 11.19 Explore opportunities to provide public rest stop facilities for the most heavily used travel routes, especially along popular recreational and tourist routes.

**Strategy 11.19-1:** *Rest stop facilities may include amenities such as restrooms, picnic tables, garbage disposal containers and water fountains.*

**Strategy 11.19-2:** *Inform the traveling public of rest stop locations through wayfinding signage.*

**Strategy 11.19-3:** *Partner with those agencies most involved in providing public parks and rest facilities, such as ODOT, OPRD or Metro, to determine suitable locations for these facilities.*

**Strategy 11.19-4:** *Involve affected stakeholders in the decision making process for rest stop locations and amenities.*

**Strategy 11.19-5:** *Rest stop facilities should be either a review use or a conditional use to ensure that compatibility with the surrounding neighborhood and environmental impacts are addressed.*



### *Alternative Uses of Public School Buildings*

- 11.20 Promote the efficient alternative use of vacant or under-utilized public school buildings by authorizing those uses, which are beneficial to, or compatible with the community.
- 11.21 Facilitate alternative use of existing school building space
1. The school district board finds that the space is surplus to current or anticipated need for school purposes, and
  2. Citizens of the community are afforded opportunity to be involved during decisions on an alternative use proposal, and
  3. The alternative use will provide:
    - a. An appropriate public facility, or
    - b. A public non-profit service to the immediate area or community, or
    - c. An alternate use that is consistent with the local community's needs in a location and under circumstances reasonably suitable for the purpose.

**Strategy 11.21-1:** *Assist school districts, community groups, and citizens in the cooperative planning and development of programs for the appropriate alternative use of existing public school buildings.*

**Strategy 11.21-2:** *Alternative uses of vacant or under-utilized public school buildings shall be allowed only in "exception" zoning districts.*

## **West Hills Policies and Strategies**

There are no policies specific to this rural planning area.

## **Sauvie Island and Multnomah Channel Policies and Strategies**

- 11.22 Cooperate with the Sauvie Island Drainage Improvement Company and state and local agencies to address drainage, flood control, and roadway functions of existing levees while restoring natural systems where appropriate. Provide notice to the Drainage Company of any proposed code amendment or development on lands on and/or adjacent to Drainage Company infrastructure.

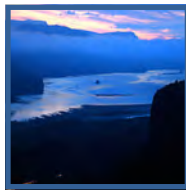


## **West of Sandy Policies and Strategies**

There are no policies specific to this rural planning area.

## **East of Sandy Policies and Strategies**

There are no policies specific to this rural planning area.



## CHAPTER 12

## TRANSPORTATION

The Multnomah County Transportation System Plan (TSP) serves as the Transportation Element of this Comprehensive Plan. The TSP is available on the County Website