

## **LAND USE LOCATION POLICIES**

This Section contains locational policies with respect to:

POLICY 24: HOUSING

POLICY 25: MOBILE HOMES

POLICY 26: HOUSEBOATS

POLICY 27: COMMERCIAL USES

POLICY 28: STRIP DEVELOPMENT

POLICY 29: OFFICES

POLICY 30: INDUSTRY

POLICY 31: COMMUNITY FACILITIES

The policies and locational criteria apply to the unincorporated portion of Multnomah County in both legislative and quasi-judicial land use actions.

Conformance of quasi-judicial land use actions with this section of the Plan shall be determined by evaluation of the relationships between the proposed action (e.g., zone change, conditional use) and the applicable locational criteria. The applicable criteria are determined by the scale of the proposal measured according to the scale standards found in the charts which follow.

It is intended that these locational criteria be construed in a flexible manner, in the interest of accommodating proposals which, though not strictly in conformance with the applicable criteria, are found to be in the public interest and capable of harmonious integration into the community. The burden of proving conformance of a proposal to the Plan should vary with the degree of change and impact on the community: the more drastic the change and the greater the impact, the

more strictly the criteria should be construed.

## **POLICY 24: HOUSING LOCATION**

### **INTRODUCTION**

The choice of where to live is an important decision for all individuals and families. Varying lifestyles create a demand for a range of dwelling types, neighborhoods and densities. Examples of housing types are: single family detached, duplexes, apartment buildings, townhouses, and mobile homes.

In general, density increases with urbanization, and urban land becomes more expensive as the amount of vacant land decreases. Also, it is less costly to provide public services to a densely populated area than to a sprawling, unevenly populated area. Residential zones commonly comprise the most land area within a community and require the greatest amount of services.

It is government's responsibility to allow a diversity of dwelling types and a variety of densities in areas which are affordable to all residents. To facilitate this objective, the purposes of this plan section are to:

1. Support the location of new housing in areas where required services can be provided most economically and efficiently;
  2. Support the efficient use of the transportation system, particularly public transit; encourage higher density housing close to public transportation and, specifically, in the light rail transit corridor.
  3. Help promote community identity through distinctive street layout and design;
  4. Promote increased housing choices, considering mixed housing types and urban density patterns;
  5. Minimize adverse impacts on adjacent developments through site location and design guidelines;
  6. Recognize mobile homes as an increasingly popular housing choice which should be integrated into the community without conditions in certain zoning districts; and
  7. Reduce the potential for crime through design and location standards based on the principles of defensible space.
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# POLICY 24

The County’s policy is to accommodate the location of a broad range of housing types in accordance with:

- A. The applicable policies in this plan;
- B. The locational criteria applicable to project scale and standards.

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## DEFINITION AND STANDARDS

### Population and Scale

<u>Scale</u>	<u>Description</u>	<u>Approximate Population Increase</u>
Residential Project	A project which will have a minimum impact on the surrounding area and on the support system.	Minor: Less than 50 people Major: 50-250 people
New Neighborhood	A project which will have a significant impact on the immediate area and may require the expansion of basic services, public facilities and the support system.	Minor: 250-1500 people Major: 1500-5000 people
New Neighborhood	A project which will have a major impact on the surrounding communities and will require the expansion or new construction of basic services, public facilities and the support system.	Over 5000 people

### Maximum Number of Units Allowed by Housing Type

The purpose of the following chart is to show the maximum number of units allowed per acre per housing type. Alternatives can be achieved by using several housing types.

<u>Housing Type</u>	<u>Maximum Net Density Per Acre</u>	<u>Minimum Site Size</u>
Single Family	6.5	5,000 Sq. Ft.
Duplex	10	7,000 Sq. Ft.

Multiplex-Townhouse-Rowhouse	16	8,100 Sq. Ft.
Mobile Home Park	12	15,000 Sq. Ft.
Mobile Home on Lot	13.5	3,200 Sq. Ft.
Two-Story Garden Apartment	18	15,000 Sq. Ft.
Three-Story Garden Apartment	25	20,000 Sq. Ft.
Apartment Tower	60	1 Acre
Houseboats	1 Each 50 Ft. of Waterfront	

As a general planning rule, on a site of one acre or more, zoned for single family residential use, 25.0% of the total site area is used for roads and services. On a site of one acre or more, zoned for multiple family residential use, 20.0% of the total site area is used for roads and services.

### **MINOR RESIDENTIAL PROJECT**

#### 1. Scale

<u>Scale</u>	<u>Description</u>	<u>Approximate Population Increase</u>
Minor Residential Project	A project which will have a minimum impact on the surrounding area and on the support system.	Minor: Less than 50 people

#### 2. Minor Residential Project Locational Criteria.

##### A. Access.

- (1) Site access will not cause dangerous intersections or traffic congestion, considering the roadway capacity, existing and projected traffic counts, speed limits, and number of turning movements.
- (2) There is direct access from the project to a public street.

##### B. Site Characteristics.

- (1) The site is of a size and shape which can reasonably accommodate the proposed and future allowable uses in a manner which emphasizes user convenience and energy conservation.
- (2) The unique natural features, if any, can be incorporated into the design of the

facilities or arrangement of land uses.

- (3) The land intended for development has an average site topography of less than 20% grade, or it can be demonstrated that through engineering techniques, all limitations to development and the provision of services can be mitigated.

C. Impact of the Proposed Change on Adjacent Lands.

- (1) The scale is compatible with surrounding uses.
- (2) It will reinforce orderly and timely development and delivery of urban services.
- (3) Privacy of adjacent residential developments can be protected.
- (4) The project can be integrated into the existing community.

**MAJOR RESIDENTIAL PROJECT**

1. Scale.

<u>Scale</u>	<u>Description</u>	<u>Approximate Population Increase</u>
Major Residential Project	A project which will have a minimum impact on the surrounding area and on the support system.	Major: 50-250 people

2. Major Residential Project Locational Criteria.

A. Access.

- (1) There is direct access from the project to a public street.
- (2) Site access will not cause dangerous intersections or traffic congestion, considering the roadway capacity, existing and projected traffic counts, speed limits, and number of turning movements.
- (3) Public transit is available or planned to be available within one-quarter mile of the site.

B. Site Characteristics.

- (1) The site is of a size and shape which can reasonably accommodate the proposed and future allowable uses in a manner which emphasizes user convenience and energy conservation.
- (2) The unique natural features, if any, can be incorporated into the design of the facilities or arrangement of land uses.

(3) The land intended for development has an average site topography of less than 20% grade, or it can be demonstrated that through engineering techniques, all limitations to development and the provision of services can be mitigated.

(4) The site is buffered from major noise sources.

C. Impact of the Proposed Change on Adjacent Lands.

(1) The scale is compatible with surrounding uses.

(2) It will reinforce orderly and timely development and delivery of urban services.

(3) Associated lights and noise will not interfere with activities on surrounding properties.

(4) Privacy of adjacent residential developments will be protected.

(5) The site layout responds to existing community identity.

**NEW NEIGHBORHOOD (MINOR)**

1. Scale

<u>Scale</u>	<u>Description</u>	<u>Approximate Population Increase</u>
New Neighborhood	A project which will have a significant impact on the immediate area and may require the expansion of basic services, public facilities, and the support system.	Major: 250-1500 people

2. Locational Criteria.

A. Access.

(1) There is direct access from the project to a collector street and traffic will not be routed through local neighborhood streets.

(2) Site access will not cause dangerous intersections or traffic congestion, considering the roadway capacity, existing and projected traffic counts, speed limits, and number of turning movements.

(3) Public transit is available or planned to be available within one-quarter mile of the site.

B. Site Characteristics.

- (1) The land intended for development has an average site topography of less than 20% grade, or it can be demonstrated that through engineering techniques, all limitations to development and the provision of services can be mitigated.
- (2) The site is of a size and shape which can reasonably accommodate the proposed and future allowable uses in a manner which emphasizes user convenience and energy conservation.
- (3) The unique natural features, if any, can be incorporated into the design of the facilities or arrangement of land uses.
- (4) The site can be buffered from major noise sources.

C. Impact of the Proposed Change on Adjacent Lands.

- (1) The scale is compatible with surrounding uses.
- (2) It will reinforce orderly and timely development and delivery of urban services.
- (3) Associated lights and noise will not interfere with the activities and uses on surrounding properties.
- (4) Large scale construction and parking lots can be buffered from the adjacent uses.
- (5) Privacy of adjacent residential developments can be protected.

D. User Benefits.

- (1) For other than single family housing, a need is demonstrated based on market analysis.
- (2) Multiple uses will be integrated to increase user convenience.

**NEW NEIGHBORHOOD (MAJOR)**

1. Scale.

<u>Scale</u>	<u>Description</u>	<u>Approximate Population Increase</u>
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New Neighborhood	A project which will have a significant impact on the immediate area and may require the expansion of basic services, public facilities, and the support system.	Major: 1500-5000 people
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2. Locational Criteria.

A. Access.

- (1) There is direct access from the project to a County arterial and a collector street.
- (2) Site access will not cause dangerous intersections or traffic congestion, considering the roadway capacity, existing and projected traffic counts, speed limits, and number of turning movements.
- (3) Public transit is available or planned to be available within one-quarter mile of the site.

B. Site Characteristics.

- (1) The land intended for development has an average site topography of less than a 10% grade, or it can be demonstrated that through engineering techniques, all limitations to development and the provision of services can be mitigated.
- (2) The site is of a size and shape which can reasonably accommodate the proposed and future allowable uses in a manner which emphasizes user convenience and energy conservation.
- (3) The unique natural features, if any, can be incorporated into the design of the facilities or arrangement of land uses.
- (4) The site is buffered from major noise sources.

C. Impact of the Proposed Change on Adjacent Lands.

- (1) It will reinforce orderly and timely development and delivery of urban services.
- (2) Associated lights and noise will not interfere with the activities and uses on surrounding properties.
- (3) Large scale construction and parking lots can be buffered from the adjacent uses.
- (4) Privacy of adjacent residential developments can be protected.

(5) Buffering can be used to screen the project from adjacent uses.

D. User Benefits.

(1) For other than single family housing, a need is demonstrated based on market analysis.

(2) Multiple uses can be integrated to increase user convenience.

## STRATEGIES

A. As part of the ongoing planning program, the County should:

1. Continue to maintain a data base inventory of residential buildable lands;
2. Work with community groups to maintain and upgrade identifiable neighborhoods;
3. Work with home builders to find innovative means of providing affordable new housing;
4. Continue the housing rehabilitation program for owner-occupied dwellings.

B. The following documents should be continually updated to reflect current housing market conditions:

1. **The Zoning Article** should accommodate a broad range of residential zones and a diversity of dwelling types.
2. **The Land Division Article** should accommodate a variety of housing.
3. **The Development Standards Article**, which encompasses design review, planned development, special planned areas, and site development standards, should encourage the use of innovative approaches to housing choice.
4. **County Streets and Roads Articles** should include provisions for a functional street classification system that accommodates the needs of various housing areas.

## **POLICY 25: MOBILE HOMES**

### **INTRODUCTION**

Since the original adoption of this Plan in 1977, new legislation has been adopted at the State level, requiring local governments to provide for manufactured homes, as defined in ORS 197.295. Manufactured housing is to be permitted outright, since it is defined in ORS 197.303 as a “needed housing type.”

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### **POLICY 25**

The County’s policy is to provide for the location of mobile homes in a manner that accords with:

- A. The applicable policies in this plan;
- B. The housing policy locational criteria appropriate to the scale of the development (see Policy No. 24);
- C. The mobile home locational criteria.

In determining the location of mobile homes, this policy shall control over conflicting provisions of community plans or other preexisting plans until the individual community plans are updated.

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### **DEFINITIONS**

**Mobile Home Park:** Any site where four or more mobile homes are located within 500 feet of one another on a lot, tract or parcel of land where the space is rented or kept for rent to any person for a charge or fee paid or to be paid for the rental or use of facilities, or to offer space free in connection with securing the trade or patronage of such person.

### **MOBILE HOME LOCATIONAL CRITERIA**

- A. Urban Area.
  - 1. Mobile home parks must:
    - a. Be located in the Medium Density Residential zoning districts or be located in Low Density Residential LR-7 and LR-5 districts outside of a “Developed Neighborhood” as designated in the applicable Community Plan; and

- b. Have a minimum individual space size of 1500 square feet and a maximum density of 16 units per acre; and
  - c. Meet the most recent mobile home park standards as set forth by the State Department of Commerce.
2. Mobile homes on individual lots in all Urban Residential Districts, except Urban Future, must:
- a. Have a minimum floor area of 1,000 square feet;
  - b. Have a pitched roof with a pitch of at least a nominal three feet in height for each 12 feet in width (3:12);
  - c. Be placed on an excavated and back-filled foundation and enclosed at the perimeter;
  - d. Be manufactured after June 15, 1976, and carry a State insignia indicating compliance with Oregon state mobile home construction or equipment standards.
  - e. Be multi-sectional. A “tip-out” or “expandable” unit is not considered to be a multi-sectional home; and
  - f. Be certified by the manufacturer to have an exterior thermal envelope meeting performance standards which reduce heat loss to levels equivalent to the performance standards required of a single family dwelling constructed under the state building code as defined in ORS 455.010.

**B. Rural and Natural Resource Areas.**

1. Mobile homes within the rural and natural resource areas shall be permitted on individual lots subject to:
  - a. Standards relating to foundations and other improvements specified in the Community Development Ordinance; and
  - b. Meeting the most recent mobile home standards as set forth by the State Department of Commerce.

**STRATEGIES**

The Zoning Article should provide for standards for the approval of mobile home parks with the intent and policies of the Plan. Furthermore, it should:

1. Provide for mobile homes on individual lots as a use under prescribed conditions in the rural natural resource, Medium Density Residential, and Low Density Residential (LR-5, LR-7) zones.

2. Provide for mobile home parks as a use under prescribed conditions in the Medium Density Residential zones.
3. Provide for mobile home subdivisions in Low Density Residential (LR-5 and LR-7) zones.
4. Provide standards for site development for mobile homes, mobile home subdivisions, and mobile home parks.



## **POLICY 26: HOUSEBOATS**

### **INTRODUCTION**

Houseboats have been a housing option in Multnomah County for nearly a hundred years. Once little more than floating shacks, houseboats today are often substantial structures with all the amenities of traditional houses, and are home to middle and upper income citizens.

Moorage sites are limited in the County, and demand for moorage space is high. Local moorages are all at or near capacity. However, demand for houseboat space should not be equated with need. Houseboats were not considered in Multnomah County's housing needs inventory, nor are they required to fulfill the County's housing obligation. Projected housing demand to the year 2000 can be met with lands already zoned for residential development. Therefore, houseboats may be considered a desired housing choice, but not a needed one.

The demand for houseboat space conflicts with other legitimate demands on the finite amount of available public waterways in the County. A houseboat location policy must attempt to reconcile the conflicting interests of houseboat owners, recreational boaters, conservationists, industrial developers, and the general public. It must ensure the protection of houseboat residents from the inherent hazards of waterway life and also provide for protection of the general public from possible negative impacts of houseboat development.

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## **POLICY 26**

The County, in order to provide a broad range of housing opportunities for its citizens, recognizes houseboats as a housing option. Therefore, it is the County's policy to provide for the location of houseboats in a manner which accords with:

- A. The applicable policies in this plan, including Policies 2 (Off-Site Effects), 13 (Air, Water, Noise), 15 (Willamette River Greenway), 16 (Natural Resources), 21 (Housing Choice), 24 (Housing Location), 32 (Capital Improvements), 34 (Trafficways), 36 (Transportation System Development), 37 (Utilities), and 38 (Facilities).
- B. Any other applicable federal, state or local policies that regulate waterway area development.
- C. The following criteria for locating or expanding a houseboat moorage:
  1. The mean low water line exceeds five feet;
  2. The moorage area should be protected from siltation problems which might require costly dredging to achieve the proper water depth;
  3. The moorage is adequately protected from the adverse effects of wind, wave action, ice

conditions, and other hazards;

4. Adequate land area exists to accommodate parking and any accessory building requirements;
5. The proper maintenance and operation of dikes, as determined by the Army Corps of Engineers, is not adversely affected by the moorage;
6. The upland area adjacent to the moorage does not have unique recreational, ecological, or wildlife habitat value;
7. The upland area adjacent to the moorage is not zoned for exclusive agricultural use; and
8. The procedures for which Multnomah County will determine the status of existing moorage/marina uses in the Multnomah Channel as given in Policy 10 of the "Sauvie Island/Multnomah Channel Rural Area Plan," adopted October 30, 1997, by Ordinance No. 887.

The following areas are designated as suitable for houseboats:

1. Multnomah Channel (west side).
  - a. From Rocky Point Moorage, or from an area 1650 feet north of the southern boundary of Section 36, T3N, R2W, known as Rocky Point, north to the Columbia County boundary.
  - b. From the City of Portland corporate limits north to 1/2 mile north of the Sauvie Island Bridge.
  - c. Area occupied by Happy Rock Moorage, Sauvie Island Moorage, Parker Moorage, and Mayfair Moorage.  
(Added by Policy 10, No. 2, "Sauvie Island / Multnomah Channel Rural Area Plan," Adopted October 30, 1997, Ordinance No. 887).
2. Oregon Slough.
  - a. The south shore of Tomahawk Island.
  - b. Any other areas identified as suitable for houseboats by the Hayden Island Plan.
3. Columbia River (near 185th Avenue).
  - a. From the northwest corner, George B. Pullen D.L.C., to the northeast corner, Pullen D.L.C.

Houseboats and moorages existing outside these areas shall be limited to existing sites and



levels of development.

No houseboats shall be located on the Columbia River east of the Sandy River, or in violation of Federal Aviation Administration clear zone standards, or in violation of any other applicable federal, state or local standards.

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## **STRATEGIES**

- A. As part of the continuing planning program, the County should consider the provision of commercial accessories and/or community service uses as a condition of moorage development in order to mitigate the impacts of moorage populations.
- B. The Zoning Ordinance should be amended to:
  - 1. Allow for the location and expansion of houseboat moorages within designated areas.
  - 2. Include safety and fire protection standards to provide a safe living environment for houseboat dwellers.
  - 3. Provide standards which minimize the adverse effects of houseboat development on surrounding areas.



## **POLICY 27: COMMERCIAL LOCATION**

### **INTRODUCTION**

Urban East Multnomah County is predominantly residential with supportive commercial and limited industrial development. The unincorporated urban areas must export their residential labor force, as less than 30 percent of the local wage earners have local employment opportunities. Retail trade activities are the largest single sector provider of local jobs, 29 percent, and account for 28 percent of all the business establishment.

Spanning in a wide range of activities such as retail stores, business and professional services, hotel/motel operations, restaurants, theaters and gas stations, commercial firms are the source of consumer goods and services for the public. Their locational, market area and site requirements tend to be as diverse as the mix of activities. In common, these firms are generally dependent upon visibility for customer attraction and prefer locations with heavy traffic flows. While some activities, such as grocery stores, act as magnets and can afford to be freestanding structures, others are dependent upon adjacency or structural attachment to magnets. The clustering of commercial uses creates economies of scale and agglomeration, potentially reducing construction, operation and advertising costs, while increasing sales volume per square foot of gross leaseable area (GLA).

The availability and accessibility of consumer goods and services enhances a community's economic base and livability. Commercial activity centers can also adversely affect the community by having obtrusive buildings, flashing signs, noise levels, lighting, and traffic patterns which are detrimental to the quality of life in adjoining residential areas, and ingress and egress points which can create traffic congestion and hazards. Locational opportunities for siting and expanding commercial firms must meet the needs of establishments for profitable locations, needs of the community for consumer goods and services, and needs of the public for orderly development and efficient provisions of public services and facilities.

### **Intent**

The intent of this policy is to:

1. Locate commercial activities in 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. Prohibit the expansion of strip commercial and provide for the redevelopment of strip commercial areas;
3. Locate uses unsuited to shopping centers in specialized use campuses, such as vacation home or automobile sales campuses;
4. Provide for tourist commercial uses in clusters at highway interchanges or in areas with

special tourist attractions;

5. Provide for home occupations and small business in community areas to assist in developing new business opportunities and to increase convenience to residents;
6. Reduce traffic both in terms of the length of vehicular trips and the total number of trips;
7. Increase convenience by providing opportunities for one-stop shopping and for comparative shopping;
8. Increase business opportunity by locating highly visible commercial sites which are appropriate to the goods offered;
9. Minimize adverse impacts on adjacent development through site location and design standards; and
10. Reduce crime through design and site location based on the principles of defensible space.

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## POLICY **27**

The County's policy is to:

- A. Improve the availability and accessibility of consumer goods and services by supporting the location and scaling of commercial development to meet the needs of the community and reinforce community identity.
- B. Encourage commercial activity expansion and siting at locations which will reinforce orderly and timely development and provision of public facilities and services.
- C. Encourage land use development patterns which support the efficient use of existing commercial districts and modes of activity.
- D. Maintain a vacant and redevelopable buildable land inventory responsive to the locational and siting needs of commercial enterprises.
- E. Classify commercial developments according to their function, tenant/tenant mix, and scale of operations as follows:

<u>Scale</u>	<u>Intent and Purpose</u>	<u>Primary Tenant/ Tenant Mix Includes</u>	<u>Gross Leaseable Area (GLA)*</u>
Super Regional	To concentrate the provision of major goods and services in the location(s) having maximum access to the Portland Metro Area Market.	At least 3 full line department stores with 100,000 + GLA Sq. Ft. each	750,000 Sq. Ft. or more
Regional	To concentrate the provision of major goods and services in a location(s) having access and exposure to the individual regions within the Portland SMSA, and designed to reduce trip length by having specialized goods and services purchased infrequently.	One full line department store with 100,000 + GLA Sq. Ft.	300,000 to 750,000 Sq. Ft.
Community	To have small concentrations of goods and services available to serve the weekly shopping needs of the various communities within the County.  To reduce travel and support community identity.	Soft line stores selling apparel, etc. Hard line stores selling items such as hardware & appliances.  Larger specialty stores.	100,000 to 300,000 Sq. Ft.
Neighborhood	To have concentrations of goods and services to provide for the needs of the people living in the immediate area which are designed to blend into the residential character of the neighborhood.	Stores selling food, drugs, sundries and personal goods for day-to-day living.	10,000 to 100,000 Sq. Ft.
Local Isolated	To allow for small business to be integrated into other use areas where the scale and impact will be compatible with the adjacent character.	Variable	1,000 to 10,000 Sq. Ft.
Home	To allow business which	Variable	Not

Occupation	can be carried on within a home or accessory structure and whose impact will not affect the adjacent homes or resource areas.	Applicable
Land Extensive Commercial District	To provide sites for retail firms requiring large land areas for stock display and inventory.  To locate these uses where they are convenient to the users but where they will have minimum adverse impacts on the transportation system and adjacent land uses.	Establishments selling goods purchased infrequently such as automobiles, lumber, mobile homes, and farm equipment.  Variable: site size is 5 to 10 acres.

\* Developments qualifying for inclusion in two categories must meet the criteria and standards of the larger scale development.

F. Use the following estimates as indicative of the market area population and site size typical of the following scales of commercial development:

<u>Scale</u>	<u>Market Area Population</u>	<u>Site Size</u>
1. Super-Regional	375,000-500,000	50+ acres
2. Regional	125,000-375,000	15-50 acres
3. Community	37,500-125,000	5-15 acres
4. Neighborhood	3,500-37,500	0.5-5 acres
5. Local Isolated	Variable	Less than 0.5 acres
6. Home Occupation	Variable	Same as residential
7. Land Extensive Commercial Districts and Uses	Variable	5-10 acres

G. Locate commercial establishments on sites with average slope grades consistent with the activity's scale of operations and impacts. Site slope requirements by scale are:

<u>Scale</u>	<u>Slope</u>
1. Super-Regional	6%
2. Regional	6%
3. Community	6%
4. Neighborhood	10%
5. Local Isolated	10%
6. Home Occupation	10%
7. Land Extensive Commercial District	6%

For sites with average slopes steeper than the standard, the developer must be able to demonstrate that through engineering techniques, all limitations to development and the provision of services can be mitigated.

H. Support the location of commercial activities on existing transportation systems with volume capacities and modal mixes available and appropriate to service present and future scales of operation. Vehicular access requirements by scale to development are:

<u>Scale</u>	<u>Vehicular Access Requirements</u>
1. Super-Regional	Access to a freeway interchange. Direct access to north-south and east-west arterials. Public transit available to the site.
2. Regional	Access to a freeway interchange. Direct access to north-south and east-west arterials. Public transit available to the site.
3. Community	Access to a County arterial and collector street or direct access to a collector street with no traffic routes through local and neighborhood streets.
4. Neighborhood	Direct access to a collector street with no traffic routed through local neighborhood streets. Public transit available to the site.
5. Located Isolated and Home Occupation	No adverse neighborhood impacts.
6. Land Extensive Commercial District	Access to a County arterial.

- I. Restrict the siting of commercial activities in locations where the site would cause dangerous intersections or traffic congestion, considering the following:
    - 1. Roadway capacities.
    - 2. Existing and projected traffic counts.
    - 3. Speed limits.
    - 4. Number of turning movements.
  - J. Support commercial 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, energy conservation, and pedestrian and bicycle access to and within the site.
  - K. Promote compatible development and minimize adverse impacts of site development on adjacent properties and the community through the application of design review standards codified in MCC 11.05.7805-11.05.7865.
  - L. Provide for the siting and expansion of commercial developments in a manner which accords with the other applicable policies of this plan.
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## **STRATEGIES**

The County should consider changes in the Comprehensive Plan, Community Plans, and ordinances which allow for office use in medium and high density residential zones, as a conditional use, on sites over 15,000 square feet. Office use would be allowed in medium and high density residential zones as a use under prescribed conditions when the parcel is:

- 1. 15,000 square feet or less; and
- 2. Fronts on an arterial or major collector street.



## **POLICY 28: STRIP DEVELOPMENT**

### **INTRODUCTION**

Strip commercial development should not be confused with a linear development pattern. Strip commercial is characterized as linear in arrangement, but associated with it are high volume traffic generating uses, separate vehicular entrances and exits for each use on the street, no defined pedestrian path system and conflicts between pedestrian and vehicular movements, insufficient space on-site for parking and loading activities, and, visually, a cluttered appearance from an abundance of signs.

Strip commercial development is automobile-oriented in that people cannot park in one location and shop at several stores. The continued movement of cars from one location to another means that the shopper is entering and exiting the street system frequently. Associated with each movement is traffic congestion and hazards.

The purpose of this policy is to reduce the hazards caused by strip commercial development, to provide for pedestrian-oriented shopping, and to enhance community quality. The planning and implementation process can restrict new commercial development; however, these remain a problem with existing areas. These existing areas have an excessive number of access points and have not been designed as an integral part of the community. When redevelopment occurs that requires an action by the County, it can require:

- Access points to be grouped wherever possible in order to reduce the number of potential accidents.
- That all design standards be met.

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## **POLICY 28**

The County's policy is not to approve any legislative or quasi-judicial proposal which will:

- A. Expand existing strip commercial developments; or
- B. Create strip commercial developments.

When approval is required by the County within an established strip development, it will:

- C. Require existing strip commercial access points to be consolidated; and
- D. Require safe pedestrian circulation, off-street parking, loading and storage, lighting, signs, and landscape treatment to minimize adverse impacts of the strip commercial pattern.

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## STRATEGIES

- A. As part of the ongoing planning program, the County should work with business districts and community groups to formulate redevelopment plans for existing commercial development.
- B. The following strategies should be addressed as part of the Community Development Title:
  - 1. **The Zoning Chapter** should maintain a broad range of commercial zones, including primary uses, prescribed uses and conditional uses. It should also maintain standards related to: parking, loading, storage, landscaping and signs.
  - 2. **The Street Standards Chapter** should maintain standards related to access and circulation.

## **POLICY 29: OFFICE LOCATION**

### **INTRODUCTION**

Office development locational requirements are among the most diverse of any industry. An office can be an integral component of an industrial, commercial, educational, governmental, or community service establishment, or an independent corporation serving other businesses or the public. The type(s) of service(s) offered, scale of operations, and location of markets may require the firm to locate in an industrial, commercial or residential cluster as part of a multi-use building or in an isolated free-standing structure. While some office activities can move readily into a variety of types of structures, others, because of the nature of services offered or clientele, have exacting structural and site needs requiring extensive capital investment when a move is made. This very diversity makes it extremely difficult to anticipate the needs of specific office users for future locational alternatives. As one of the fastest growing sectors in the urban and regional economies, the demand for vacant sites and sites with redevelopable existing structures for office uses is increasing. An inventory of sites for office uses needs to examine both of these categories and make a general evaluation of the availability of sites. Two traditional measures of market constraint, price of land and rent per square foot of gross leasable area, are depressed due to current recessionary trends.

This land use category relates to the provision of services including a broad range of activities such as insurance, finance, real estate, medical, business headquarters, governmental services, office sales, industrial, administration and research. These services include both services directly to the public and to other businesses. In addition to providing needed services, these activities also provide employment for a substantial number of people, as well as many benefits to the community. Office developments can also create problems with access, circulation, signs, and noise and blight associated with automobile traffic.

### **INTENT**

The intent of this policy is to:

1. Locate office services where they can best serve the community by providing jobs and services close to where people live;
2. Provide office services for commercial and industrial districts;
3. Provide siting and expansion opportunities to office uses meeting their locational and development requirements.
4. Locate major concentrations of jobs and services where they can be served by public transportation;
5. Encourage the integration of office services into other use areas and thereby reduce required automobile trips;

6. Encourage job diversification by providing areas for major and minor office development in East Multnomah County;
7. Locate office employment where it can support other commercial services; i.e., restaurants, post office, retail, and office supplies;
8. Provide for home occupations and small business within communities to assist in developing new business opportunities and to increase convenience to residents; and
9. Reduce crime through design and site location based on the principles of defensible space.

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## POLICY 29

The County’s policy is to:

- A. Support the location, growth and expansion of office developments scaled to meet the service needs of households and businesses.
- B. Encourage office development siting and expansion reinforcing orderly and timely development and provision of public facilities and services.
- C. Encourage land use development patterns which support the efficient use of existing and planned office developments.
- D. Maintain a vacant and redevelopable buildable land inventory responsive to the locational and siting needs of office users.
- E. Classify office developments according to their function and scale of operations as follows:

<u>Scale</u>	<u>Intent and Purpose</u>	<u>Approximate Employees</u>	<u>Sq. Ft. of Bldg.</u>
Regional	To provide for major concentration of office service and employment opportunities located to support community development and public transit, or integrated into major commercial or industrial areas.	500	Over 75,000
Community	To provide for concentrations of support services and community-level job opportunities integrated into commercial or industrial areas. (It may also contain	100-500	15,000 to 75,000

some housing).

Neighborhood	To provide for local service and employment related to neighborhood development integrated into the residential character of the area.	1-100	Less than 15,000
Isolated	To provide for small office uses that can be integrated into other use areas and provide opportunities for small businesses and to minimize overhead costs.	1-50	Varies

F. Locate office developments on sites with average site grades consistent with a project’s scale and impacts. Average site slope standards by scale are:

<u>Scale</u>	<u>Average Site Slope</u>
Regional	Less than 6%
Community	Less than 10%
Neighborhood	Less than 10%
Isolated	Less than 20%

For sites with average slope gradients steeper than the standard allowed, the developer must be able to demonstrate that through engineering techniques, all limitations to development and the provision of services can be mitigated.

G. Support the location of office activities on existing transportation systems with volume capacities and modal mixes available and appropriate to serve present and future scales of operation. Vehicular access requirements by scale of development are:

<u>Scale</u>	<u>Approximate Auto Traffic Generation</u>	<u>Vehicular Transportation Access</u>
Regional	800-900 Per Day	Direct access to a County arterial public transit.
Community	175-800 Per Day	Direct access to a collector street with public transit or direct access to a paved 32-foot wide local street where the site is within 500 feet of a collector street with

public transit and within 500 feet of an existing regional or community scale office/community facility which presently has access to the same local street.

Neighborhood            Less Than  
                                  175 Per Day

No significant adverse impacts.  
 Public transit within 1/4 mile of site.

Isolated                    Varies

No significant adverse impacts.  
 Direct access to a local street.

H. Restrict the siting of office activities in locations where the site access would cause dangerous intersections or traffic congestion, considering the following:

1. Roadway capacities.
2. Existing and projected traffic counts.
3. Speed limits.
4. Number of turning points.

I. Support office use 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, energy conservation, and pedestrian and bicycle access to and within the site.

J. Promote compatible development and minimize adverse impacts of office development on adjacent properties and the community through the application of design review standards codified in MCC 11.05.7805-11.05.7865.

K. Encourage the location and intensification of office activities which will support public and private investment in public facility and service, maintenance and operation cost efficiencies, and support joint development in new capital investment.

L. Provide for the locational needs of offices in a manner which accords with the other applicable policies of this plan.

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**STRATEGIES**

The County should consider changes in the Comprehensive Plan, Community Plans and ordinances which allow for office use in medium and high density residential zones, as a conditional use, on sites over 15,000 square feet. Office use would be allowed in medium and high density residential zones as a use under prescribed conditions when the parcel is:

1. 15,000 square feet or less; and
2. Fronts on an arterial or major collector street.



## **POLICY 30: INDUSTRIAL LOCATION**

### **INTRODUCTION**

Manufacturing and wholesale trade activities are the prime generators of new capital in urban economies. These activities produced 31 percent of the wage and proprietor income generated in 1979 in Multnomah County. In the unincorporated urban areas, industrial and distribution activities accounted for 14 percent of all business establishments and 30 percent of the local employment activities. Individual firms, while varying widely in size, tend to be small. The average number of employees for manufacturing enterprises is 65, and for wholesale trade, 17. While possessing a relatively diverse economic base, manufacturing employment is concentrated in the fields of transportation, equipment, primary metals, fabricated metals, and machinery, except electrical production.

The industrial land use category includes manufacturing, storage, wholesale trade, construction, natural resource and extractive operations. There are many types of industrial activities ranging from those with no off-site effects to those which emit noise, vibrations, air pollution, heat, solid waste or odors, and those which have associated fire or explosion hazards. Therefore, industries must be classified as to type, and their location in the community must be carefully planned. To assure that industry is a compatible and integral part of a community, there must also be public environmental and design standards.

Growth in manufacturing and distribution trade activities, income, and employment is dependent upon the availability of buildable industrial sites supplied with adequate levels of public services and facilities meeting the locational needs of siting and expanding firms. While Multnomah County maintains a large vacant industrial site inventory capable of meeting the diverse locational requirements of industry, the number of parcels with a full range of public services is limited. The key to continued industrial development in East Multnomah County is the provision of sanitary sewer facilities and development of sewage treatment plant capacities. Without these infrastructure investments, existing plants will be unable to expand their production, and new plants attracted to the area will be unable to build. Industrial location policies are therefore directly linked to the availability of scarce resources for new capital investment and evaluation of where and when those investments will occur. These activities are one potential source of public and private resources for public facility and service maintenance and construction.

### **INTENT**

The intent of this policy is to:

1. Encourage the siting and expansion of industrial activities and generate new jobs;
2. Protect the stability and functional aspects of industrial areas by protecting them from incompatible uses;
3. Provide buildable, serviced, vacant industrial sites accommodating the wide range of



industrial activities with diverse locational and site needs;

4. Integrate job opportunities into local neighborhoods and communities and reduce commuter travel time and air pollution through the location of dispersed industrial parks and allowing the mixing of light industrial and commercial uses;
5. Utilize the transportation system in an efficient and safe manner and reduce energy consumption by identifying for industrial development strategic trans-shipment points and areas with alternative transportation opportunities, and by locating employment opportunities close to public transportation and, where appropriate, in community areas;
6. Minimize the adverse effects of industrial development by categorizing industry and through site location criteria and design standards;
7. Minimize costs for public service and facility operation, maintenance, and redevelopment by promoting land development patterns in accord with the timely and efficient provision of public facilities and services.

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## POLICY 30

The County’s policy is to:

- A. Promote economic diversification and growth through the provision of buildable serviced industrial sites meeting locational and site requirements of manufacturing, wholesale trade, and distribution industries.
- B. Encourage industrial development at locations which will reinforce orderly and timely development and provision of public facilities and services.
- C. Encourage the siting and expansion of industry and generation of jobs in locations meeting the site needs of industry and the needs for jobs by residents.
- D. Encourage land use development patterns which protect the stability and functional aspects of industrial areas by protecting them from incompatible uses.
- E. Classify industrial developments according to their characteristics, scale of their operations, and potential impacts as follows:

Heavy Industry  
Characteristics

Site Development  
Large scale site development, approximately 20 acres

per firm.  
Buildable coverage of 20% or less.  
Outdoor storage of 16% or more.  
Needs deep water and/or rail access.  
Several structures (some) over 40 feet high.

Environmental Impacts

High potential for air and water pollution or emission of odors.  
Noise and vibration.  
Liquid industrial waste.  
Nighttime activity and lights.

Employment Characteristics

Low employee density.  
Lowest percent of female workers.  
Operates on three shifts.

Transportation Impacts

Truck traffic likely to exceed 35 per day.  
Rail likely to exceed 80 cars per month.

Visibility

High process visibility.  
Interesting to watch.

Medium Industry  
Characteristics

Site Development

Large scale fabrications, primary metals, and lumber.  
Approximately 7-20 acre sites.  
Building coverage 20%-40%.  
Two or three buildings.  
Building height from 21-40 feet.  
5%-15% for outdoor storage.  
May need water access – will need rail access.

Environmental Impacts

Relatively clean.  
Little air or water pollution or odor.  
Higher than average noise level.

Employment Characteristics

Employee density, 10-19 per acre.  
75%-94% male employees.  
Average of one shift per day.

Transportation Impacts

Daily truck volume, 21-34.

Rail volume, 31-80 cars per month.

Visibility

Some process of visibility.

Light Industry  
Characteristics

Site Development

Light-clean industry.

Manufacturing in nature.

Sites from 1-6 acres.

One building.

Building coverage 60% of site.

Outdoor storage 6% of site.

Does not require rail or waterfront access.

Environmental Impacts

Little or no air or water pollution.

No noise or objectionable odors.

Industrial wastes are burnable.

Employment Characteristics

Employment density, 20 employees per acre.

25% or more female employees.

One shift.

Transportation Impacts

Little truck traffic.

Visibility

Little process visibility.

Warehouse  
Characteristics

Site Development

Medium intensity distribution facilities.

Sites from 2-25 acres.

One building.

Building coverage 50-60%

Little, if any, outdoor storage.

Environmental Impacts

No air or water pollution.

Dust generated from truck circulation.

Little industrial waste.

Employment Characteristics

Very low employee density.

Transportation Impacts

Both rail and truck usually required.

Visibility

No process visibility.

Distribution  
Characteristics

Site Development

Majority of the site is paved.

Site size varies.

One building, usually in “T” shape.

Low building coverage.

Large area paved for parking and truck maneuvering.

Environmental Impacts

Higher than average noise.

Air pollution, including dust.

Employment Characteristics

Low on-site employee density.

Transportation Impacts

High truck traffic.

Visibility

Moderate visibility.

Industry definitions based on the average characteristics, needs and impacts. These classifications are based on a survey of one hundred existing industries in the Portland area. These are average characteristics to be used in applying the locational criteria and are not requirements for new development.

- F. Locate industrial firms on sites with average slope gradients consistent with the firm’s scale of operations and impacts. Site slope requirements by scale are:

<u>Scale</u>	<u>Slope</u>
Regional Industrial	Less than 6%
Community Industrial	Less than 6%
Neighborhood Industrial	Less than 6%
Isolated Heavy Industrial	Less than 6%

Isolated Light Industrial

Less than 10%

For sites with average slopes steeper than the standard, the developer must be able to demonstrate that through engineering techniques, all limitations to development and the provision of services can be mitigated.

- G. Support the location of industrial activities on existing transportation systems with volume capacities and modal mixes available and appropriate to serve present and future scales of operation. Vehicular access requirements by scale of development are:

<u>Scale</u>	<u>Vehicular Transportation Access</u>
Regional Industrial	Access to the interstate freeway system. Direct access to a north-south or east-west arterial. Public transit within 1/4 mile.
Community Industrial	Access to a freeway interchange. Direct access to a County arterial and a collector street. Public transit within 1/4 mile.
Neighborhood Industrial	Direct access to a County arterial or collector street.
Isolated Heavy Industrial	Direct access to a collector street without routing traffic through neighborhood streets.
Isolated Light Industrial	Direct access to a collector street without routing traffic through neighborhood streets.

- H. Restrict the siting of industrial activities in locations where the site access would cause dangerous intersections or traffic congestion, considering the following:

1. Roadway capacities.
2. Existing and projected traffic counts.
3. Speed limits.
4. Number of turning points.

- I. Support industrial development location 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, energy conservation, and pedestrian and bicycle access to and within the site.

- J. Promote compatible development and minimize adverse impacts of industrial site development on adjacent properties and the community through the application of design review standards codified in MCC 11.05.7805-11.05.7865.
- K. Evaluate the need for the designation change of vacant industrial sites from urban future to urban present upon the provision of adequate levels of public services and facilities needed to support development.
- L. Provide for the locational needs of industrial activities in a manner which accords with the other applicable policies of this plan.

## **POLICY 31: COMMUNITY FACILITIES AND USES**

Community facilities and services include public and private activities which are operated for the benefit of the public and to fill a social need. Basic services which have a direct effect on the public health, safety and welfare are public schools, transportation, water supply and sewage and solid waste disposal. Essential support services include police and fire protection; sanitary and storm drain facilities; planning, zoning, and subdivision control; health and recreational facilities and services; energy; communications; and community governmental services.

A community's demand for types and levels of community services depends on the intensity and density of development, neighborhood characteristics, the present availability of services, and the accessibility of existing facilities or service alternates. Service providers, in making their locational decisions, must take into account such factors as public need, location of target clientele, existing financial obligations, present and anticipated resource availability, and costs of physical plant and program development. Taken together, the siting and expansion of community facilities must be at locations reflective of community needs and the ability of service agencies to deliver services.

### **INTENT**

It is the intent of this policy to support the location of community facilities at sites which reinforce the timely and orderly delivery of services, maximize efficient use of existing facilities and provide for the development of new and additional services where unmet public need has been identified.

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## **POLICY 31**

The County's policy is to:

- A. Support the siting and development of a full range of community facilities and services by supporting the location and scaling of community facilities and uses meeting the needs of the community and reinforcing community identity.
- B. Encourage community facilities siting and expansion at locations reinforcing orderly and timely development and efficient provision of all public services and facilities.
- C. Encourage land use development which supports the efficient use of existing and planned community facilities.
- D. Support the development of a unified approach to long-range community facilities planning and capital investment programming in Multnomah County.
- E. Classify community facilities according to their function and scale of operations.

<u>Scale</u>	<u>Type of Facilities</u>
Major Regional	Community College Private College University Live-in Training Facilities Airport Government Services Administrative Human Justice Hospital
Minor Regional	Cemeteries Regional Parks Boat Launches Marinas Recycling Centers Half-Way Houses General Aviation Airports
Major Community	Fire Station Precinct Stations Lodges Ambulance Services High School Museum Transit Stations Government Services Administrative Human Justice Community Recreation Center Recreation Center
Minor Community	Library Grade School Middle School Parks Neighborhood Meeting Rooms Residential Care Facilities Clinics Convalescent Homes Churches Neighborhood Recreation Center



Community Service  
 Foundations

Electrical Generation, Distribution and  
 Transmission  
 Natural Gas Storage  
 Sewage Treatment Plants  
 Telephone, Communication Station and Switching  
 Water Storage  
 Radio and Television Transmitters

**SOLID WASTE MANAGEMENT**

Solid waste is a regional concern requiring regional studies. Multnomah County recognizes METRO’s responsibility and authority to prepare and implement a solid waste management plan and the METRO’s procedures for siting a Sanitary Landfill and will participate in the procedures as appropriate.

The County recognizes that METRO may find a public need for Sanitary Landfill and that such a Landfill, wherever located, will entail some adverse impacts. The County further recognizes that environmental impacts are also within the review authority of other agencies, such as the Department of Environmental Quality.

The County shall provide for Approval Criteria which emphasizes site suitability, protection through mitigation of impacts, and reclamation. The Zoning Code shall contain appropriate and detailed implementing language for this Policy. This Policy and all other applicable Plan Policies are implemented through Section 11.15.7045 to .7070 of the Zoning Code.

- F. Locate community facilities on sites with average site grades consistent with a project’s scale and impacts. Site slope requirements by scale are:

<u>Scale</u>	<u>Average Site Slope Standard</u>
Major Regional	6%
Minor Regional	6%
Major Community	10%
Minor Community	10%
Community Service Foundations	20%

For sites with average slopes steeper than the standard, the developer must be able to demonstrate that through engineering techniques, all limitations to development and the provision of services can be mitigated.

G. Support the location of community facilities on existing transportation systems with volume capacities and modal mix splits available and appropriate to serve present and future scales of operation. Vehicular access requirements by scale of facility are:

<u>Scale</u>	<u>Vehicular Access Standards</u>
Major Regional	Access to a freeway interchange. Direct access to a County major arterial. Public transit available within 1/4 mile.
Minor Regional	Direct access to a collector street and no routing of traffic through local neighborhood streets. Public transit available within 1/4 mile.
Major Community	Direct access to a collector street and no routing of traffic through local neighborhood streets. Public transit available within 1/4 mile.
Minor Community	Direct access to a collector street and no routing of traffic through local neighborhood streets. Public transit available within 1/4 mile.
Community Service neighborhood streets.	Truck traffic will not be routed through local Foundations

H. Restrict the siting of community facilities in locations where site access would cause dangerous intersections or traffic congestion, considering the following:

1. Roadway capacities.
2. Existing and projected traffic counts.
3. Speed limits.
4. Number of turning points.

I. 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, energy conservation, and pedestrian and bicycle access to and within the site.

J. Promote compatible development and minimize adverse impacts of site development on adjacent properties and the community through the application of design review standards codified in MCC 11.15.7805-11.15.7865.

K. Provide for the siting and expansion of community facilities in a manner which accords with

the other applicable policies of this plan.

