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**STAFF REPORT TO THE PLANNING COMMISSION  
FOR THE  
HEARING ON NOVEMBER 1, 2010**

**SPRINGDALE RURAL COMMUNITY PLAN AND ORDINANCE AMENDMENTS  
CASE FILE # PC 10-010**

**I. Introduction and Purpose**

Since the beginning of the year, staff has been working on a Community Plan and Zoning Code Amendments for the unincorporated community of Springdale. The proposed plan amends the East of Sandy River Rural Area Plan and Multnomah County Code Chapter 35 to incorporate policies and zoning code amendments needed to complete planning for the community consistent with the Oregon Administrative Rules for Unincorporated Communities (OAR Division 22) and community preferences. The Oregon Administrative Rules (OAR's) provide supporting legislation for counties to plan for communities that are developed to a greater extent than is allowed on rural land. This task involves public outreach to the communities, inventorying of land uses, and drafting of a community plan, policies, and zoning code amendments.

Due to the characteristics of the Springdale Community, staff has determined that this community is most appropriately designated as a Rural Community. This is further detailed in Section II of the staff report below. Specific provisions for Rural Communities require that counties adopt zoning designations for the uses within the area. The type and extent of specific uses permitted are subject to provisions outlined in the OAR.

Section II also includes a brief summary of the State Rule. Section III includes information about the planning process undertaken for this project, and Section IV includes information on the Community Outreach process. This staff report also includes proposed new policies and zoning code amendments both of which are addressed further in Sections V and VI below. Full copies of the plan for the community are attached to this staff report, in addition to a Resolution (Attachment B) and Findings (Attachment C). The Plan Document includes findings and data from the community inventory and community input received and is intended to support the proposed policy amendments in the East of Sandy River Rural Area Plan, adopted in July of 1997. The document will be included as an attachment to the East of Sandy River Rural Area Plan which is included as Attachment F to this staff report.

**II. State Rule- Division 22**

Through the Unincorporated Communities Rule, the State has acknowledged that some communities have developed outside of urban growth boundaries to an extent that they are not entirely rural in nature. The Unincorporated Communities Rule requires that established communities outside of urban growth boundaries be designated as either an Urban Unincorporated Community or one of three rural types of

unincorporated communities. An Urban Unincorporated Community contains over 150 permanent residential dwellings and a mixture of land uses, and is served by a community sewer and water system. Rural Unincorporated Communities are, defined as one of the three following types:

1. Resort Communities- established primarily for recreation and resort purposes.
2. Rural Communities- consisting primarily of permanent residential dwellings, with at least two other land uses present (such as commercial, industrial or public uses).
3. Rural Service Centers- consisting primarily of commercial or industrial uses. They provide goods and services to the surrounding rural area and to persons travelling through the area.

The state Unincorporated Communities Rule requires that counties adopt land use and zoning measures specific to unincorporated communities in order to ensure that cumulative development in the communities will not:

- Result in public health hazards or adverse environmental impacts that violate state or federal water quality regulations, or
- Exceed the carrying capacity of the soil or of existing water supply resources and sewer services, and
- Adversely affect agriculture or forestry uses.

The Unincorporated Communities Rule limits the types of land that can be included in an officially designated Unincorporated Community. Lands identified as “exception areas” (i.e., rural lands that are zoned for commercial, industrial or residential use, not farm or forest use) can be included if they have historically been considered part of the community. The land included must represent a “contiguous concentration” of commercial, industrial, public use, or residential land. Residential land to be included must be of a greater density than residential exception lands that are outside of identified Unincorporated Communities.

Land zoned for farm or forest use may only be included in the Unincorporated Community if it is adjacent to exception lands included in the community boundary and was occupied on October 28, 1994 (the date of the Unincorporated Community Rule) by one or more of the following public uses - church, cemetery, school, park, playground, community center, fire station, museum, golf course, or utility facility. The Rule further limits this by allowing only the portion of the lot or parcel that is occupied by the public use(s) to be included in the Unincorporated Community boundary, and requiring that the remainder of the property must continue to be planned and zoned as farm or forestland.

Staff has conducted an inventory of the community identifying the land uses, lot sizes and services within the community, and identifying the boundary as recognized under the current Rural Center designation. This is all documented and included in the attached Community Plan (Attachment A). As previously mentioned, staff has determined that the Springdale community is most appropriately designated as a Rural Community. As defined above, the Springdale community consists primarily of permanent residential dwellings, with some commercial, industrial and public uses.

### **III. Plan Process**

Multnomah County Land Use Planning staff formulated a process preparing for the Springdale Unincorporated Community Plan and completing the unincorporated community planning requirements for the State Rule. The process included public outreach that consisted of a series of three public meetings held in the community, web pages for each community that included information on the project and process as well as served as a resource to download electronic copies of the project documents, mailed property owner notification, emailed notifications to interested parties list, and distribution of a community survey to gather

community input. The results of these meetings and community involvement are discussed below and provided in the Appendix 5 and 6 of the plan (Attachment A).

As part of the planning project, the following tasks were undertaken. The findings of the task are included and further addressed in the attached plan (Attachment A).

- Identified the community boundary recognizing the extent of the established Rural Center zoning boundary
- Inventoried and analyzed data and information about the community related to the existing land uses, available public services, parcel sizes, and current plan policies and zoning regulations
- Reviewed the characteristics of the community and existing zoning regulations for consistency with the State Rule

In addition to the above tasks, the County engaged in an extensive public process to involve residents and landowners in the unincorporated community planning effort.

#### **IV. Public Outreach and Community Input**

The public outreach program for the project included a number of different methods including mailed and emailed notification, conducting a community survey, and holding meetings in the community. A series of three public meetings were held in Corbett. These meetings included staff presentations and community input sessions. Results from these meetings were that the citizens are generally happy with their community and enjoy the neighborhood, and they want to preserve the community as it is. Concerns raised included ensuring adequate water service, increases in traffic, drainage and run-off, off-street parking and the use of the Springdale Community Building. A memorandum is included as part of Attachment D that details the concerns raised and includes a staff response for each.

#### **V. Proposed Amendment to the East of Sandy River Rural Area Plan**

Amendments to the East of Sandy River Rural Area Plan are proposed. Specifically, the revisions are to the Rural Center section under Land Use, which start on page 13 of the current East of Sandy River Rural Area Plan. Proposed policies for the Springdale Community that would amend the East of Sandy River Rural Area Plan (Attachment F) are included below. Proposed policies address community development, transportation, design, and residential, commercial and industrial development. These policies reflect maintaining and preserving the rural character of the community, and are as follows.

The following reflects the amendments to the current Rural Center section from East of Sandy River Rural Area Plan with new language being underlined (underlined) and crossed out (~~crossed-out~~) language is proposed to be deleted.

##### **SPRINGDALE RURAL CENTER**

The Rural Center zoning district applies to approximately 73 acres in the Springdale Community, along the Historic Columbia River Highway. This district is intended to encourage concentrations of rural residential development, together with limited local and tourist commercial uses, light industrial uses, and public service uses and centers such as churches, fire stations, schools, etc. ~~The Springdale rural center currently has 55 existing residences with 12 vacant and developable parcels.~~ Springdale is comprised of 81 parcels. Existing uses include 57 residences, 6 commercial uses, and 3 public uses. There are 15 vacant parcels that are either in agricultural use, parking areas, back yards of

residences or just simply public uses that include the Fire District #14 fire station, county owned property occupied by Multnomah County Road Services, and the currently closed Springdale Elementary School. ~~The rural center also contains several commercial uses and other community-serving uses, including two churches, a fire station, a County road shop, and until 1995 the Springdale Elementary School (now closed).~~

The Springdale Rural Center zoning district permits residences and under a hearing's officer's decision may permit 1) limited rural service commercial uses such as local stores, shops, offices, repair shops and similar uses, 2) tourist commercial uses such as restaurants, taverns, gas stations, motels, guest ranches, and similar uses, 3) ~~light manufacturing uses that employ fewer than 20 people,~~ 4) 3) commercial processing of agricultural or forestry products primarily grown in the vicinity, and 5) 4) community service uses such as schools and churches. All new lots must be at least one acre in size.

Multnomah County originally analyzed the Springdale Community in the 1981 Rural Centers Study, which was not adopted as an ordinance by the Board of Commissioners. That study did not identify any significant problems in the provision of water, fire, or school service to the community, nor any specific problems with on-site sewage disposal systems. Local service providers indicate that there are still no problems with service provisions. The study noted that about 40% of the land area of the Springdale rural center was vacant, either in agricultural use, or as back lots of residences. The study noted that Springdale was at a relative disadvantage to Corbett as a site for rural community-serving and commercial uses because of Corbett's larger size, more central location, and flatter topography. Since then, Springdale has not experienced significant new non-residential development. Problems identified in 1981 included a lack of off-street parking for commercial and community-serving uses, and the fact that if a commercial building is vacant for more than one year the new tenant must obtain a new conditional use permit from the County before establishing a business.

Based upon the amount of vacant land and the lack of new development within the past 15 years, the current size of the Springdale Rural Center is adequate and no expansion should be studied unless new development within the existing Rural Center boundaries justifies an analysis. Disposition and re-use of the Springdale School site will be a key issue in Springdale in the near future.

It should be noted that Corbett was originally a rural center designated by the Multnomah County Comprehensive Framework Plan, but is now part of the Columbia Gorge National Scenic Area, where it is also designated as a rural center. Planning for the Corbett Rural Center occurs within the Columbia Gorge National Scenic Area Management Plan review process. It contains a greater variety of land uses than the Springdale Rural Center. Planning for the Corbett Rural Center will occur within the Columbia Gorge National Scenic Area Management Plan review process.

## **Rural Center Policies**

### **13. Encourage commercial and civic uses that serve local needs within the Springdale rural center.**

**STRATEGY:** Multnomah County shall implement this policy through the review process for conditional commercial and civic uses within Springdale.



**14. Study reuse of the closed Springdale Elementary School as a possible multi-purpose community and cultural center.**

**STRATEGY:** Multnomah County shall consider the results of a re-use study during the review any conditional use permit proposing re-use of the Springdale Elementary School site.

**~~15. Consider additional community and economic development planning for the Corbett Rural Center as part of a review of the National Scenic Area by Multnomah County.~~**

~~**STRATEGY:** Subsequent to the completion of this plan, Multnomah County shall include a review of land use issues regarding farm lands in the Columbia Gorge National Scenic Area as part of the Division of Transportation and Land Use Planning work program.~~

**Policy**

Implement a Plan for the Springdale Community that considers the input received from the community indicating the community's satisfaction with the existing community the way it is. Key elements of the community input are to maintain the rural character of the community, and to ensure that new businesses support the needs of residents and tourism.

**Strategies**

The County should adopt plan policies and ordinances that meet the state Unincorporated Community Rule codified as Oregon Administrative Rule OAR 660-022-0000 through 0070.

- Springdale should be designated and planned as a Rural Community (RC) because it is composed primarily of permanent residential uses with at least two other land uses present (such as commercial, industrial or public uses).
- Revise the RC zoning ordinance to reflect the needs of the Springdale community consistent with the Division 22 OAR for Unincorporated Communities.

Ensure that new or expanding uses minimize impacts to Exclusive Farm Use (EFU) zoned land that is adjacent to the RC zone by requiring "right to farm" measures to be implemented. 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 managers to farm their land.

**Commercial and Industrial Development**

**Policy**

New commercial and industrial uses within the Springdale Rural Community will be small-scale and low impact in nature as defined by the State Unincorporated Communities Rule. These uses will not adversely impact agriculture or forestry uses and will reinforce the rural nature of the Springdale Community.

**Strategies**

- Multnomah County will update county codes to implement the Unincorporated Communities Rule for small-scale, low impact commercial and industrial uses. Due to the proximity of the communities to the Urban Growth Boundary (UGB), the plan does not justify new uses that are larger than the small-scale, low impact limits in the State Rule.
  - Existing commercial uses may expand up to the small-scale, low impact limit of 4,000 square feet subject to approval criteria in the ordinance.
  - Expansion of existing industrial uses shall be subject to the small-scale, low impact limit of 15,000 square feet and to approval criteria in the ordinance.
- Multnomah County will update its implementing regulations to ensure that new or expanded commercial and industrial development will not result in public health hazards or adverse environmental impacts.
- The County will update its implementing regulations to ensure that new or expanded commercial and industrial development will not exceed the carrying capacity of the soil or of existing water supply and waste disposal services through the inclusion of development standards.
- The County will ensure that new and expanded commercial or industrial uses are subject to Design Review in order to ensure compatibility with the community character and vision.
- Multnomah County will develop zoning ordinance standards for lot coverage of commercial and industrial development that allow adequate development area while ensuring the rural character of these areas is retained.

## **Residential Development**

### **Policy**

New residential development within the Springdale Community will continue to reinforce the rural nature of the areas through the zoning code.

### **Strategies**

- The County will update the zoning ordinance to implement the Unincorporated Communities Rule for residential development.
- Include provisions in the residential zone that allow for Type A home occupations outright, and Type B home occupations through a conditional use process and design review.
- The zoning code for new residential parcels in the Rural Center will be at least one acre in order to not increase residential density and to ensure that the carrying capacity of public services and the environment is not exceeded.

## **Design**

### **Policy**

Accommodate the changing conditions within the Springdale community while preserving their rural function and appearance

### **Strategies**

- The County should allow flexibility of setback and parking requirements to accommodate irregular lots and existing developments to help preserve the rural character of the area.

## **Transportation**

### **Policy**

Enhance all modes of travel in a manner consistent with the rural character of the Springdale Community.

### **Strategies**

- Provide pedestrian and bicycle access to schools, transit and commercial activities within the Springdale Community consistent with the rural character of the area.
- Review the existing parking standards to ensure sufficient parking is provided to meet demand.

## **VI. Proposed Zoning Code Amendments to Multnomah County Zoning Ordinance Chapter 35, East of Sandy River**

The Springdale area is currently zoned as Rural Center, which allows single family residential uses outright and requires a conditional use review to establish some community service uses and commercial uses. As part of this task, staff has worked with the community to amend the existing zoning to reflect the policies. Proposed revisions to the current Rural Center zoning district in MCC Chapter 35 are included below. Key changes in the proposed amendments area as follows:

- Addition of definitions for “Small-scale Low Impact Commercial or Industrial Use” which is linked to the size of buildings:
  - Limits on building size for commercial to 4,000 sq. ft.
  - Limits industrial building size in Springdale to 15,000 sq. ft with a building footprint area maximum of 7,500 sq. ft
- Revision to the Purpose (35.3300) statement of the code to better reflect the code contained for the Springdale Rural Center (SRC) zoning district
- Changes back to a one acre minimum lot size for Springdale
- Moves “dwelling constructed off-site, including a mobile or modular home” to Allowed Use from Review Use
- Conditional Use Review of uses listed for small-scale low impact commercial and industrial use, this includes limiting and/or reducing the number of uses allowed conditionally
- Deletion of motels, guest ranches and Planned Developments consistent with the State Rule because these uses are not allowed in a Rural Community
- Adding on-site sewage disposal system requirements (system for new dwellings on contiguous ownership and for existing an easement on other ownership allowed), on-site stormwater, GEC requirements, farm covenants, and footprint size limitation for industrial buildings to reduce stormwater drainage impacts
- Revising Off-Street Parking requirements to reduce the impacts of stormwater drainage through allowing gravel parking areas for new commercial and industrial uses

- Adding a standard requiring a stormwater drainage system for new commercial or industrial parking area that is certified by a Licensed Professional Engineer to meet the 10year/24hour storm event standard
- Proposing to reduce the parking area front yard minimum setback from 30 feet to a 10 feet landscaped strip

Proposed Zoning Amendments to Multnomah County Zoning Ordinance Chapter 35, East of Sandy River, with affected sections being MCC 35.0005, Definitions and 35.3300 et al., Rural Center. Please note that new language is underlined (underlined) and crossed out (~~crossed-out~~) language is proposed to be deleted.

### **§ 35.0005 DEFINITIONS.**

As used in this Chapter, unless the context requires otherwise, the following words and their derivations shall have the meanings provided below.

\* \* \*

**Small-Scale Low Impact Commercial or Industrial Use** - As used in the rural community of Springdale, these terms have the following meanings:

(a) A small-scale low impact commercial use is one which takes place in a building or buildings not exceeding 4,000 square feet of floor space.

(b) A small-scale low impact industrial use is one which takes place in a building or buildings not exceeding 15,000 square feet of floor space with a maximum footprint of 7,500 square feet.

### **SPRINGDALE RURAL CENTER - SRC**

#### **§ 35.3300- PURPOSE**

~~The purposes of the Rural Center District is to provide standards and review procedures which will encourage concentrations of rural residential development, together with limited local and tourist commercial uses which satisfy area and regional needs; to provide for local employment through light industrial uses consistent with rural character and to manage the location and extent of public service centers and limit the extension of public services.~~

The purposes of the Springdale Rural Center District are to provide standards and review procedures which will encourage concentrations of rural residential development, together with small-scale low impact commercial and industrial uses that primarily serve the population of the immediate surrounding rural area and tourists traveling through the area.

#### **§ 35.3305 AREA AFFECTED**

MCC 35.3300 through 35.3385 shall apply to those lands designated SRC on the Multnomah County Zoning Map.

**§ 35.3315 USES**

No building, structure or land shall be used and no building or structure shall be hereafter erected, altered or enlarged in this district except for the uses listed in MCC 35.3320 through 35.3330 when found to comply with MCC 35.3355 through 35.3385.

**§ 35.3320 ALLOWED USES**

(A) Farm use, as defined in ORS 215.203(2)(a), for the following purposes only:

- (1) Raising and harvesting of crops;
- (2) Raising of livestock and honeybees; or
- (3) Any other agricultural or horticultural purpose or animal husbandry purpose or combination thereof, except as provided in MCC 35.3330. This subsection does not permit the raising of fowl or fur-bearing animals for sale, the keeping of swine, or a feed lot.

(B) The propagation or harvesting of forest products.

(C) Residential use consisting of a single family dwelling constructed on a Lot of Record.

(1) A single family dwelling constructed off-site, including a mobile or modular home placed on a Lot of Record, subject to the following conditions:

(a) Construction shall comply with the standards of the Building Code or as prescribed in ORS 446.002 through 446.200, relating to mobile homes.

(b) The dwelling shall be attached to a foundation for which a building permit has been obtained.

(c) The dwelling shall have a minimum floor area of 600 square feet.

(D) Public and private conservation areas and structures for the protection of water, soil, open space, forest and wildlife resources.

(E) Type A home occupations pursuant to the definition and restrictions of MCC 35.0005.

(F) Accessory Structures:

(1) Structures or uses listed below when customarily accessory or incidental to any use permitted or approved in this district:

- (a) Garages or carports;
- (b) Pump houses;
- (c) Garden sheds;

- (d) Workshops;
- (e) Storage sheds;
- (f) Greenhouses;
- (g) Woodsheds;
- (h) Shelter for pets, horses or livestock and associated buildings such as: manure storage, feed storage, tack storage, and indoor exercise area;
- (i) Swimming pools, pool houses, hot tubs, saunas, and changing rooms;
- (j) Sport courts;
- (k) Gazebos, pergolas, and detached decks;
- (l) Fences, gates, or gate support structures; and
- (m) Similar structures.

(2) If the accessory structure is a building, then to be an “allowed use” the foot print of the building in combination with the footprint of all other accessory buildings on the property shall not exceed 2500 square feet.

(3) If the accessory structure has a bathroom or kitchen facilities, then prior to issuance of the building permit the property owner shall record a deed restriction with County Records that states that the owner understands and agrees that the structure cannot be occupied as a dwelling.

(4) Buildings in conjunction with farm uses as defined in ORS 215.203 are not subject to these provisions.

(G) Family Day Care.

(H) Actions taken in response to an emergency/disaster event as defined in MCC 35.0005 pursuant to the provisions of MCC 35.0535.

(I) Signs, as provided in this chapter.

(J) Transportation facilities and improvements that serve local needs or are part of the adopted Multnomah County Functional Classification of Trafficways plan, except that transit stations and park and ride lots shall be subject to the provisions of Community Service Uses.

#### **§ 35.3325 REVIEW USES**

~~(A) Residential use, consisting of a single family dwelling constructed off-site, including a mobile~~

or modular home placed on a Lot of Record, subject to the following conditions:

~~(1) Construction shall comply with the standards of the Building Code or as prescribed in ORS 446.002 through 446.200, relating to mobile homes.~~

~~(2) The dwelling shall be attached to a foundation for which a building permit has been obtained.~~

~~(3) The dwelling shall have a minimum floor area of 600 square feet.~~

(AB) Temporary uses when approved pursuant to MCC 35.0510 and 35.0515.

(BC) Wholesale or retails sales, limited to those products raised or grown on the premises, subject to the following condition:

The location and design of any building, stand, or sign in conjunction with wholesale or retail sales shall be subject to approval of the Planning Director on a finding that the location and design are compatible with the character of the area; provided that the decision of the Planning Director may be appealed to the approval authority pursuant to MCC 35.0785 and 35.0790.

(CD) Off-street parking and loading;

(DE) Property Line Adjustment pursuant to the provisions of MCC 35.3360.

(EF) Placement of Structures necessary for continued public safety, or the protection of essential public services or protection of private or public existing structures, utility facilities, roadways, driveways, accessory uses and exterior improvements damaged during an emergency/disaster event. This includes replacement of temporary structures erected during such events with permanent structures performing an identical or related function. Land use proposals for such structures shall be submitted within 12 months following an emergency/disaster event. Applicants are responsible for all other applicable local, state and federal permitting requirements.

(FG) Lots of Exception pursuant to the provisions of MCC 35.3360.

(GH) Wireless communication facilities that employ concealment technology or co-location as described in MCC 35.6177(B) pursuant to the applicable approval criteria of MCC 35.6175 through 35.6188.

(HI) Consolidation of Parcels and Lots pursuant to MCC 35.7794 and Replatting of Partition and Subdivision Plats pursuant to MCC 35.7797.

(IJ) Structures or uses customarily accessory or incidental to any use permitted or approved in this district, which do not meet the "accessory structures" standard in MCC 35.3320 Allowed Uses.

## **§ 35.3330 CONDITIONAL USES**

The following uses may be permitted when found by the approval authority to satisfy the applicable ordinance standards: Commercial and industrial uses shall be limited to small-scale low impact as defined in MCC 35.0005.

(A) Community Service Uses pursuant to the provisions of MCC 35.6000 through 35.6230.

(B) The following small-scale low impact Conditional Uses pursuant to the provisions of MCC 35.6300 through 35.6660:

(1) Rural service commercial uses such as local stores, shops, offices, repair shops, and similar uses including:

- (a) Automobile Repair,
- (b) Restaurant,
- (c) Tavern
- (d) Professional Office,
- (e) Garden supply store,
- (f) Hardware store,
- (g) Retail bakery,
- (h) Service station,
- (i) Beauty and barber shop,
- (j) Video tape rental,

(2) The following industrial uses conducted within an enclosed building that entails the manufacturing and processing of:

- (a) Apparel and other finished products made from fabric;
- (b) Millwork, veneer, plywood, and structural wood members;
- (c) Wood containers;
- (d) Wood products, not elsewhere classified;
- (e) Furniture and fixtures;
- (f) Stone, clay, glass products except: cement, ready-mix concrete, and minerals and earths ground or otherwise treated;



(g) Fabricated metal products;

(h) Household appliances;

(i) Electric lighting and wiring equipment;

(j) Communications equipment;

(k) Electronic components and accessories;

(l) Motor vehicle parts and accessories;

(m) Laboratory apparatus and analytical, optical, measuring, and controlling instruments;

(n) Food and kindred products.

(3) Automotive repair;

(4) Commercial or industrial uses allowable in the EFU or CFU district, and agricultural support services. These uses shall not be subject to the small-scale low impact requirement that defines the commercial or industrial uses of this section.

~~(1) Limited rural service commercial uses such as local stores, shops, offices, repair shops, and similar uses;~~

~~(2) Tourist commercial uses such as restaurants, taverns, gas stations, motels, guest ranches, and similar uses;~~

~~(3) The following Light Manufacturing Uses conducted within an enclosed building which require the daily employment of twenty or fewer persons;~~

~~(a) The manufacture, compounding, processing, packaging, treatment, storage or wholesale distribution of such products as bakery goods, fruits, vegetables, sea foods, dairy products, candy, confections, beverages including brewing and bottling, miscellaneous food products, ice and cold storage plant, drugs, pharmaceuticals, perfumes, toilet soaps, toiletries, barber and beauty supplies, and similar items, but not sauerkraut, vinegar or pickles manufacture;~~

~~(b) The manufacture, compounding, assembling, treatment, storage or wholesale distribution of articles or merchandise from previously prepared materials such as bone, cellophane, canvas, cloth, cork, feathers, felt, fur, glass, hair, foam, lacquer, leather (but not tanning), paper or paperboard, plastics, precious or semi-precious metals or stones, shell, textiles, tobacco, wood (except as provided in the GM and HM districts), yarns and paints;~~

~~(c) The manufacture, assembly, packaging, repair, storage or wholesale distribution of articles such as electrical appliances, lighting and communication equipment, electronic, radio or television equipment, parts or accessories, professional, scientific, optical,~~

~~photographic or controlling instruments, amusement devices, small parts assembly, jewelry, musical instruments, toys, sporting goods, novelties, rubber or metal stamps;~~

~~(d) The manufacture, finishing, refinishing, repair, storage or wholesale distribution of furniture, office or store fixtures, small boats, upholstery, cabinets, office, computing or accounting machines, electric and neon signs, billboards and other signs;~~

~~(e) Business, professional, executive, administrative, wholesale, contractor or similar office, clinic, service or studio, trade, business or commercial school, research, experimental or testing laboratory;~~

~~(f) Printing, publishing, bookbinding, graphic or photographic reproduction, blueprinting, or photo processing;~~

~~(g) Building, building maintenance, plumbing, electrical, heating, roofing, glass, landscaping, painting or similar contractor's office, shop, warehouse, equipment sales or maintenance;~~

~~(h) Retail or wholesale lumber, building materials, garden supplies sales and tools, or small equipment sales, rental, repair or servicing;~~

~~(i) Laundry for carpets, uniforms, linens, rags, rugs and similar items, dyeing plant, dry cleaning not using explosive or inflammable materials;~~

~~(j) Automobile, light truck, motorcycle and recreational vehicle repair or maintenance, body and fender work, painting, parts and glass replacement, upholstery, engine, radiator or battery rebuilding, tire recapping, commercial, industrial or fleet vehicle parking and auto-detailing;~~

~~(k) Metal or sheet metal shop, ornamental iron works, welding, blacksmithing, electroplating, tool and hardware manufacture, machine shop not using a drop hammer or large capacity punch press;~~

~~(l) Warehouse, furniture and household goods storage, moving equipment rental, distribution plant, parcel delivery, wholesaling of durable and non-durable goods, light and heavy equipment sales, rental or repair, fuel and ice distribution;~~

~~(m) Manufacture of non-structural clay products, ornamental clay, concrete, plaster or plastics casting, stone and purchased glass products cutting, polishing or installation; and~~

~~(n) Collection, recycling, sorting, baling or processing of previously used materials such as rags, paper, metals, glass or plastics;~~

~~(4) Commercial processing of agricultural or forestry products primarily grown in the vicinity.~~

~~(C) Planned Development pursuant to the provisions of MCC 35.4300 through 35.4360. If the property is outside of an "acknowledged unincorporated community", then the applicable current "planned unit developments" standards within the Oregon Administrative Rules Chapter 660,~~

~~Division 004 shall also be satisfied.~~

(D) Existing legally established small-scale low impact light industrial uses permitted by MCC 35.3330 (B)-(3) may be expanded up to a daily total of 40 employees, based on findings that:

- (1) The proposed expansion is a result of normal growth of the existing use and not required as a result of diversification of the business;
- (2) The use provides a public benefit to the rural center by employing primarily persons who reside within the rural center or surrounding rural area, and this same employment pattern will continue with the proposed expansion;
- (3) The proposed expansion satisfies the applicable elements of Comprehensive Framework Plan Policies:
  - (a) No. 20 – Arrangement of Land Uses;
  - (b) No.30 – Industrial Location (Isolated Light Industrial);
  - (c) No. 36 – Transportation System Development Requirements;
  - (d) No. 37 – Utilities; and
  - (e) No. 38 – Facilities.

(4) The proposed expansion satisfies the Design Review provisions of MCC 35.7000 through 35.7070.

(E) Type B home occupation as provided for in MCC 35.6650.

~~(F) Large Fills as provided for in MCC 35.6700. through 35.6720.~~

## **§ 35.3355 DIMENSIONAL REQUIREMENTS AND DEVELOPMENT REQUIREMENTS.**

All development proposed in this district shall comply with the applicable provisions of this section.

(A) Except as provided in MCC 35.3360, 35.3370, 35.3375 and 35.4300 through 35.4360, the minimum lot size for new parcels or lots shall be one acre, ~~for those RC zoned lands inside the boundary of an “acknowledged unincorporated community”.~~ For RC zoned properties outside an “acknowledged unincorporated community” the minimum lot size is two acres except for those properties within one mile of the Urban Growth Boundary and then the minimum lot size shall be as currently required in the Oregon Administrative Rules Chapter 660, Division 004 (20-acre minimum as of October 4, 2000).

(B) That portion of a street which would accrue to an adjacent lot if the street were vacated shall be included in calculating the area of such lot.

(C) Minimum Yard Dimensions – Feet

Front	Side	Street Side	Rear
30	10	30	30

Maximum Structure Height – 35 feet

Minimum Front Lot Line Length – 50 feet.

(D) The minimum yard requirement shall be increased where the yard abuts a street having insufficient right-of-way width to serve the area. The county Road Official shall determine the necessary right-of-way widths based upon the county “Design and Construction Manual” and the Planning Director shall determine any additional yard requirements in consultation with the Road Official.

(E) Structures such as barns, silos, windmills, antennae, chimneys, or similar structures may exceed the height requirement if located at least 30 feet from any property line.

(F) On-site sewage disposal, storm water/drainage control, water systems unless these services are provided by public or community source, required parking, and yard areas shall be provided on the contiguous ownership.

(1) Sewage and stormwater disposal systems for existing development may be off-site in easement areas reserved for that purpose.

(2) Stormwater/drainage control systems are required for new impervious surfaces that are greater than 400 square feet in area. The system shall be adequate to ensure that the rate of runoff from the lot for the 10 year 24-hour storm event is no greater than that before the development.

(G) Grading and erosion control measures sufficient to ensure that visible or measurable erosion does not leave the site shall be maintained during development. A grading and erosion control permit shall be obtained for development that is subject to MCC Chapter 29.

(H) New, replacement, or expansion of existing dwellings shall minimize impacts to existing farm uses on adjacent land (contiguous or across the street) by:

(1) Recording a covenant that implements the provisions of the Oregon Right to Farm Law in ORS 30.936 where the farm use is on land in the EFU zone; or

(2) Where the farm use does not occur on land in the EFU zone, the owner shall re-cord a covenant that states he recognizes and accepts that farm activities including tilling, spraying, harvesting, and farm management activities during irregular times, occur on adjacent property and in the general area.

(I) New, replacement or expansion of existing industrial use buildings shall minimize stormwater drainage impacts by limiting the footprint of the building or buildings to 7,500 square feet of the maximum 15,000 square feet.

## **§ 35.3360 LOTS OF EXCEPTION AND PROPERTY LINE ADJUSTMENTS**

### **(A) Lots of Exception**

An exception to permit creation of a parcel of less than one acre, out of a Lot of Record, may be authorized when in compliance with the dimensional requirements of MCC 35.3355(C) through (E). Any exception shall be based on the following findings :

- (1) The Lot of Record to be divided has two or more permanent *habitable dwellings*;
- (2) The permanent *habitable dwellings* were lawfully established on the Lot of Record before October 4, 2000;
- (3) Each new parcel created by the partition will have at least one of the *habitable dwellings*; and
- (4) The partition will not create any vacant parcels on which a new dwelling could be established.

### **(B) Property Line Adjustment**

Pursuant to the applicable provisions in MCC 35.7790, the approval authority may grant a property line adjustment between two contiguous Lots of Record upon finding that the approval criteria in (1) and (2) are met. The intent of the criteria is to ensure that the property line adjustment will not increase the potential number of lots or parcels in any subsequent land division proposal over that which could occur on the entirety of the combined lot areas before the adjustment.

- (1) The following dimensional and access requirements are met:
  - (a) The relocated common property line is in compliance with all minimum yard and minimum front lot line length requirements;
  - (b) If the properties abut a street, the required access requirements of MCC 35.3385 are met after the relocation of the common property line; and
- (2) At least one of the following situations occurs:
  - (a) The lot or parcel proposed to be reduced in area is larger than 1 acre prior to the adjustment and remains 1 acre or larger in area after the adjustment, or
  - (b) The lot or parcel proposed to be enlarged in area is less than 2 acres in area prior to the adjustment and remains less than 2 acres in area after the adjustment.

## **§ 35.3370 LOT OF RECORD**

(A) In addition to the *Lot of Record* definition standards in MCC 35.0005, for the purposes of this district the significant dates and ordinances for verifying zoning compliance may include, but are

not limited to, the following:

- (1) July 10, 1958, SR and R zones applied;
- (2) July 10, 1958, F-2 zone applied;
- (3) December 9, 1975, F-2 minimum lot size increased, Ord. 115 & 116;
- (4) October 6, 1977, RC zone applied, Ord. 148 & 149;
- (5) October 13, 1983, zone change to RC for some properties, Ord. 395;
- (6) October 4, 2000, Oregon Administrative Rules Chapter 660 Division 004 applied a minimum 2 acre lot size to RC zoned areas outside “acknowledged unincorporated communities” except where properties are within one mile of the Urban Growth Boundary the minimum is 20 acres;
- (7) May 16, 2002, Lot of Record section amended, Ord. 982, reenacted by Ord. 997.

(B) A Lot of Record which has less than the minimum lot size for new parcels or lots, less than the front lot line minimums required, or which does not meet the access requirement of MCC 35.3385, may be occupied by any allowed use, review use or conditional use when in compliance with the other requirements of this district.

(C) Except as otherwise provided by MCC 35.3360, 35.3375, and 35.4300 through 35.4360, no sale or conveyance of any portion of a lot other than for a public purpose shall leave a structure on the remainder of the lot with less than minimum lot or yard requirements or result in a lot with less than the area or width requirements of this district.

(D) The following shall not be deemed to be a lot of record:

- (1) An area of land described as a tax lot solely for assessment and taxation purposes;
- (2) An area of land created by the foreclosure of a security interest.
- (3) An area of land created by court decree.

#### **§ 35.3375 LOT SIZES FOR CONDITIONAL USES**

The minimum lot size for a Conditional Use permitted pursuant to MCC 35.3330, except subpart (C) thereof, shall be based upon:

- (A) The site size needs of the proposed use;
- (B) The nature of the proposed use in relation to its impact on nearby properties; and
- (C) Consideration of the purposes of this district.

### **§ 35.3380 OFF-STREET PARKING AND LOADING**

Off-street parking and loading shall be provided as required by MCC 35.4100 through 35.4220 except as identified below for Review Uses and Conditional Uses:

(A) New, replacement or expansion of existing commercial, industrial, or community service developments shall minimize stormwater drainage impacts for off-street parking by:

(1) Surfacing

(a) All areas used for parking, loading or maneuvering of vehicles shall be surfaced with a gravel "mix," wherein the fine particles are removed at the production yard, which provides a durable and dustless surface capable of carrying a wheel load of 4,000 pounds.

(b) Approaches to public rights-of-way shall be paved for a minimum distance of 21' from the fog line, or for a greater distance when required by the County Engineer.

(2) A stormwater drainage system, shall be installed for parking lots, that is designed and certified by an Oregon Registered Profession Engineer to ensure that the rate of runoff at the property line for the 10 year 24 hour storm event is no greater than that which existed prior to development.

(3) Off-street parking for new, replacement or expansion of existing commercial or industrial developments shall provide a minimum of 10 foot landscaped front yard setback. All other minimum yard dimensions for parking shall be as required in the Off-Street Parking and Loading Code Section.

### **§ 35.3385 ACCESS**

All lots and parcels in this district shall abut a street, or shall have other access determined by the approval authority to be safe and convenient for pedestrians and passenger and emergency vehicles, except as provided for Lots of Record at MCC 35.3370(B).

## **VII. Attachments to Staff Report**

- Attachment A.** Plan- Springdale Community September 7, 2010 Discussion Draft
- Attachment B.** Resolution No. PC-10-010
- Attachment C.** Findings
- Attachment D.** Public Outreach Materials
- Attachment E.** State Rule- Division 22: Unincorporated Communities
- Attachment F.** East of Sandy River Rural Area Plan
- Attachment G.** Zoning Map





# Springdale Unincorporated Community Plan



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## I. Background

### a. Location and Community Description

Springdale is small rural community located in east Multnomah County about 1000 feet northeast of the Sandy River Canyon. Springdale is approximately three miles southeast from the city of Troutdale, along the Historic Columbia River Highway. The community is also located approximately 2 miles southwest of the community of Corbett. Springdale is comprised primarily of residential uses, and commercial uses with some community service uses that include a church, a fire station and government buildings. The commercial uses include offices for businesses, a barbershop, a tavern, and a market with a deli. The community service uses includes the Fire District #14 fire station and county owned property occupied by Multnomah County Road Services. There is no sewer service for the area with properties served by individual on-site septic systems. Water service is provided by the Corbett Water District.



### b. Planning for Unincorporated Communities

In December of 1994, the State of Oregon's Land Conservation Development Commission (LCDC) adopted Oregon Administrative Rule (OAR) Chapter 660, Division 22, or the Unincorporated Communities Rule ("the Rule"). The Rule provides a framework for counties to use in identifying and designating unincorporated communities outside established Urban Growth Boundaries (UGB), and establishes planning rules for unincorporated communities pertaining to development standards, allowed land uses and public facilities.

New state rules affecting the Rural Center have been implemented since the County's last plan was prepared. Due to the characteristics of the Springdale Rural Center area, county staff has determined that it should be designated as a "Rural Community". As defined by the state rule a Rural

Community is one that consists of primarily of permanent residential dwellings, with at least two other land uses present, such as commercial, industrial or public uses. Specific provisions for a Rural Community require that the County adopt rural community zoning designations for the uses within the area. The type and extent of specific uses permitted are subject to provisions outlined in the Rule.

Springdale was recognized as an unincorporated rural community in the Multnomah County Comprehensive Plan and was zoned Rural Center in 1977. The established Rural Center zoning district applied to approximately 73 acres for the Springdale Community. This zoning district is intended to encourage concentrations of rural residential development, together with limited local and tourist commercial uses, light industrial uses, and public service uses and centers such as churches, fire stations, schools, etc.

The state Unincorporated Communities Rule (OAR 660-022) requires counties to adopt land use and zoning measures specific to unincorporated communities in order to ensure that cumulative development in the communities will not:

- Result in public health hazards or adverse environmental impacts that violate state or federal water quality regulations, or
- Exceed the carrying capacity of the soil or of existing water supply resources and sewer services.

The Unincorporated Communities Rule limits the types of land that can be included in an officially designated Unincorporated Community. Lands identified as "exception areas" (i.e., rural lands that are zoned for commercial, industrial or residential use, not farm or forest use) can be included if they have historically been considered part of the community. The land included must represent a "contiguous concentration" of commercial, industrial, public use, or residential land. Residential land to be included must be of a greater density than residential exception lands that are outside of identified Unincorporated Communities. Further, the designated community must have been identified in a county's acknowledged comprehensive plan as a "rural community," "service center," "rural center," "resort community," or similar term before the adoption of the Rule (October 28, 1994), or the community is listed in the Department of Land Conservation and Development's January 30, 1997 "Survey of Oregon's Unincorporated Communities."

Land zoned for farm or forest use may only be included in the Unincorporated Community if adjacent to exception lands included in the community boundary and was occupied on October 28, 1994 (the date of the Unincorporated Community Rule) by one or more of the following public uses: church, cemetery, school, park, playground, community center, fire station, museum, golf course, or utility facility.

The Springdale Unincorporated Community is consistent with these requirements. The community boundary encircles a contiguous area of "exception land," specifically properties that are currently zoned Rural Center. Additionally, the proposed boundary does not include any properties which are currently zoned Exclusive Farm Use (EFU) and Commercial Forest Use-4 (CFU-4) or other exception lands such as Multiple Use Agriculture-20 (MUA-20) low density residential land.

### **c. Plan Process**

Multnomah County Land Use Planning formulated a process for preparing the Springdale Unincorporated Community Plan and completing the unincorporated community planning requirements of the State Rule. The process included public outreach with a series of three public meetings held in the community, and distribution of a community survey to gather community input. The results of these meetings and community input are provided in the Appendices of this plan.

As part of the planning project, the following tasks were undertaken:

- Identified the community boundary recognizing the extent of the established Rural Center zoning boundary
- Inventoried and analyzed data and information about the community related to the existing land uses, available public services, parcel sizes, and current plan policies and zoning regulations
- Reviewed the characteristics of the community and existing zoning regulations for consistency with the State Rule

A series of three public meetings were held in the community. An introductory meeting was held on April 20<sup>th</sup>, 2010 where approximately 45 citizens attended. During this introductory meeting, staff introduced the project, explained the goals of the project, went over the state rule, and covered the process. In addition, a community survey was distributed asking the community what they liked about their community, what issues were important to the community, and what suggestions they have for improving their community. During the meeting staff also led a large group discussion with the attendees gathering community input on the same three questions asked on the survey.

The second community meeting was held on June 22, 2010. During this meeting staff distributed drafts of the Community Plan and Policies, and proposed Zoning changes. These three documents were handed out and discussed during the meeting which had approximately 15 members of the public in attendance. Electronic copies of the documents were also made available for download on the project website. Comments were encouraged and collected, and were due by July 9<sup>th</sup>, 2010. In addition, staff distributed a Memo addressing the community comments received and raised during the first meeting. This memo address questions and comments received regarding water service, transportation the use of the Springdale Community School Building, and off-street parking.

The third community meeting is scheduled for September 7, 2010. Staff will bring the revised proposed drafts of the Community Plan, Policies and Zoning. Multnomah County Land Use Planning has been working on putting together land use and zoning plans for the Springdale community after the second community meeting in June. We've considered over the input received during the community meetings held on April 20<sup>th</sup> and June 22<sup>nd</sup>, in addition to the input received from the community surveys. Staff has taken this information and has combined this with the information gathered by staff for the community inventory with the goal being to better understand your community and to plan for its future under the guidance of Oregon State Planning Goals and Guidelines.

## **II. Land Use Planning**

### **a. Land Use**

In order to determine the appropriate designation for the Springdale area consistent with the Rule, county staff conducted a parcel-by-parcel inventory of the area. The inventory included an analysis of County Assessment data, site visits, and inspection of aerial photographs. In addition, staff conducted an inventory and observation of area businesses. The findings from this inventory are illustrated in Maps 1, 2 and 6, which appears at the end of this report. Information on land uses are also provided in Table 1 below, which illustrates the types and acreage of land inventoried.

Springdale is comprised of 81 parcels. Existing uses include 57 residences, 6 commercial uses, and 3 public uses. There are 15 vacant parcels that are either in agricultural use, parking areas, back yards of residences or just simply public uses that include the Fire District #14 fire station, county owned property occupied by Multnomah County Road Services, and the currently closed Springdale Elementary School.

### Springdale

Table 1

		LANDUSE DESIGNATION				
Range of Parcel Sizes (Acres)	Data	COMMERCIAL	PUBLIC	SFR (Single Family Residence)	VACANT	Grand Total
0-1.99	Total Acres	2.2 ac	2.07 ac	41.44 ac	3.23 ac	48.94ac
	Number of Parcels	8	2	55	11	76
2-3.99	Total Acres	0	2.12 ac	4.52 ac	3.15 ac	9.79 ac
	Number of Parcels	0	1	2	1	4
4-15	Total Acres	0	0	0	5.02 ac	5.02 ac
	Number of Parcels	0	0	0	1	1
Total Acres		2.2 ac	4.19 ac	45.96 ac	11.4 ac	63.75 ac *
Number of Parcels		8	3	57	13	81

\*Doesn't include acreage in right-of-way

Updated 5/10/10



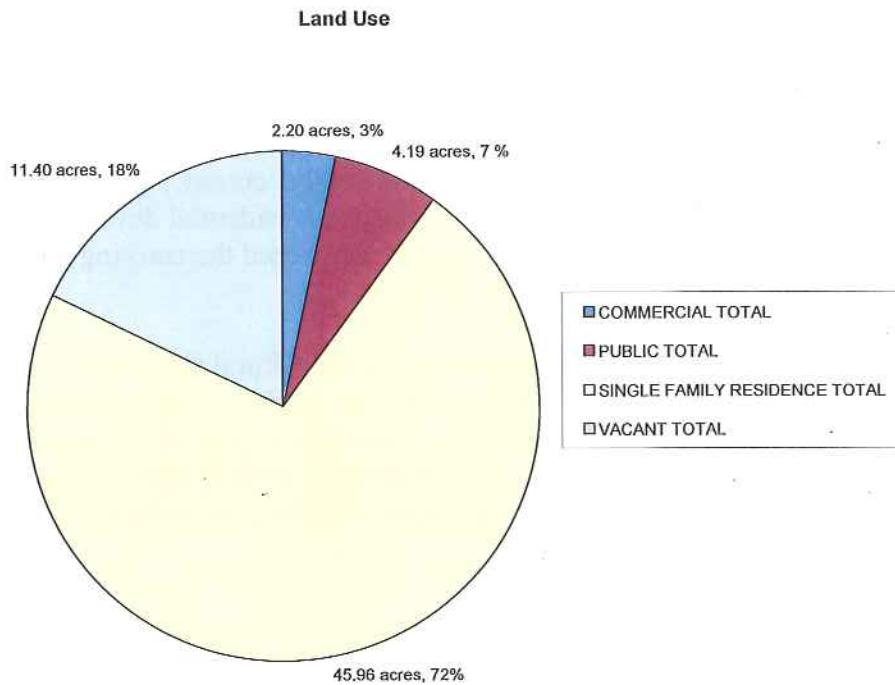


Chart 1: Land Use Acres and Percentages

None of the parcels within the community boundary are in a farm or forest tax deferral program. A total of 73.3 acres is located within the identified community boundary, 63.75 acres of which are the total number of acres for just the parcels, minus the right-of-way. A vast majority of the parcels are less than 2 acres. Four parcels range in size between 2-3.99 acres, with one vacant parcel being 3.15 acres. The largest vacant parcel is 5.02 acres.



## **b. Zoning and Development Requirements**

### **Residential Uses**

The Unincorporated Communities Rule identifies that county plans and regulations may permit any residential use and density as long as the density of residential development is greater than that of surrounding rural areas, and as long as it will not exceed the carrying capacity of the soil for waste disposal and of existing water supply resources.

Residential uses are permitted outright in the current Rural Center (RC) zoning designation for the area. Under the zoning regulations the minimum lot size for new parcels or lots shall be one acre for lands inside the boundary of an “acknowledged unincorporated community.” Dimensional requirements consist of front, side, and rear setback requirements. Listed Conditional Uses include more intensive commercial and industrial uses require demonstration of adequate parcel size for approval.

### **Commercial Uses**

The Unincorporated Communities Rule sets restrictions on the size and type of commercial uses that counties may allow in unincorporated communities. Specifically, the rule allows new commercial uses that are:

- Authorized under Goals 3 (Agricultural Lands) or 4 (Forest Lands);
- Considered “small-scale” and “low-impact;” or
- Intended to serve the community and surrounding rural area or the travel needs of people passing through the area.

In rural unincorporated communities, a commercial use is considered “small-scale, low-impact” if it takes place “in a building or buildings not exceeding 4,000 square feet of floor space.” Additionally, hotels and motels of up to 35 units may be authorized in any unincorporated community that is at least 10 miles from any urban growth boundary bordering Interstate Highway 5 and is served by a community sewer system. In this instance, the Springdale Community doesn’t fit this criterion and therefore the zoning regulation will need to be revised to not allow development of hotels and motels. Currently, the only commercial uses that are permitted outright in the Rural Center zone are farming and forestry uses and home occupations. Other uses are permitted only as a Review Use or Conditional Use. Listed Review Uses are limited to wholesale and retail sales of products raised or grown in the area, with the location and building standards subject to review and permits. Conditional Uses in the Rural Center zone include local stores, shops, offices, repair shops, restaurants, and gas stations.

### **Industrial Uses**

Per the State guidelines for Rural Communities, permitted industrial uses include:

- Uses authorized under Goals 3 and 4 (farm or forest related);
- Expansion of a use legally existing on the date of this rule (December 5, 1994);
- Small-scale, low-impact uses;



- Uses that require proximity to rural resource, as defined in OAR 660-004-0022(3)(a), such as geothermal wells, mineral or aggregate deposits, water reservoirs and natural features; or
- New uses that will not exceed the capacity of water and sewer service available to the site on the effective date of this rule, or, if such services are not available to the site, the capacity of the site itself to provide water and absorb sewage.

Uses that are more intensive than those identified above may be allowed provided an analysis set forth in the comprehensive plan demonstrates, and land use regulations ensure:

1. That such uses are necessary to provide employment that does not exceed the total projected work force within the community and the surrounding rural area;
2. That such uses would not rely upon a work force employed by uses within urban growth boundaries; and
3. That the determination of the work force of the community and surrounding rural area considers the total industrial and commercial employment in the community and is coordinated with employment projections for nearby urban growth boundaries.

Current county zoning permits light industrial activities as a Conditional Use. These uses should require no more than 20 daily employees and include uses such as wholesale distribution of bakery goods, photo processing, building maintenance, and automobile repair work. Uses may be expanded up to 40 daily employees when it is found that:

1. The proposed expansion is a result of normal growth of the existing use and not required as a result of diversification of the business;
2. The use provides a public benefit to the rural center by employing primarily persons who reside within the rural center or surrounding rural area, and this same employment pattern will continue with the proposed expansion;
3. The proposed expansion satisfies the applicable elements of Comprehensive Framework Plan Policies:
  - No. 20 – Arrangement of Land Uses;
  - No. 30 – Industrial Location (Isolated Light Industrial);
  - No. 36 – Transportation System Development Requirements;
  - No. 37 – Utilities; and
  - No. 38 – Facilities
4. The proposed expansion satisfies the Design Review provisions of County Code.

### **c. Density Analysis**

Under the identified zoning regulations of Multnomah County Code 35.3355 for the Rural Center Zone the minimum lot size for new parcels or lots shall be one acre for lands inside the boundary of an “acknowledged unincorporated community.”

As an “acknowledged unincorporated community,” there are two identified scenarios for possible minor density increases based on information provided in the table below. This assumes that the currently developed lots will remain developed under the current use and will not be further

developed. Development of additional lots may be contingent on being able to meet county code requirements, including on-site septic requirements.

### Springdale Density Analysis

Table 2

		LANDUSE DESIGNATION	
Range of Parcel Sizes (Acres)	Data	VACANT	Grand Total
2-3.99	Total Acres	3.15 ac	9.79 ac
	Number of Parcels	1	4
4-15	Total Acres	5.02 ac	5.02 ac
	Number of Parcels	1	1
Total Acres		8.17 ac	14.81 ac *
Number of Parcels		2 lots	5 lots

\*Doesn't include acreage in right-of-way

Updated 6/2/10

#### *Scenario 1- Vacant lots*

Two vacant parcels that could possibly be further divided to one acre lots have been identified totaling 8.17 acres. Under this scenario the 8.17 acres could potentially be further divided into one acre lots for a potential of 8 additional lots.

#### *Scenario 2- Total acres of parcels greater than 2 acres in size*

In looking at the total number of acres of parcels that are greater than 2 acres in size and lots that could be further divided to one acre lots, a potential of 5 lots totaling 14.81 acres could be divided for a potential of 14 additional lots.

### III. Public Facilities

OAR 660-022-0050 requires that unincorporated community plans assess the capacity of the local public facility infrastructure (i.e., sewer system or septic conditions, water, and transportation systems), and determine if they will be adequate to serve future growth anticipated or planned in the unincorporated community. If the public facilities are found to be inadequate to serve future growth, then the unincorporated plan must identify the improvements needed to accommodate the growth and establish a procedure to limit growth in the community until the necessary public facility improvements have been made.

#### **a. On-Site Sewage Disposal Conditions**

The Springdale area is not served by a community sewer district or system. All wastewater treatment in the area is accomplished through on-site septic systems. The Unincorporated Communities Rule requires counties to adopt public facilities plans for unincorporated communities with a population over 2,500. The current population of the area is significantly smaller than this; therefore this rule provision does not apply.

The Rule further requires that sewer and water community public facility plans are required in any of the following circumstances:

- Existing sewer or water facilities are insufficient for current needs, or are projected to become insufficient due to physical conditions, financial circumstances or changing state or federal standards; or
- The plan for the unincorporated community provides for an amount, type or density of additional growth or infill that cannot be adequately served with individual water or sanitary systems or by existing community facilities and services; or
- The community relies on groundwater and is within a groundwater limited or groundwater critical area as identified by the Oregon Department of Water Resources; or
- Land in the community has been declared a health hazard or has a history of failing septic systems or wells.

The land use and density analysis conducted by staff finds that a minimal number of lots could potentially be developed under the zoning standard of a one acre minimum lot size. All new parcels would have to be served with on-site septic review to meet Department of Environmental Quality standards and stormwater control systems designed by an Oregon Registered Engineer to meet no increase of off property flow for up to a 10 year -24 hour rain event. Two main factors will influence the growth potential of the area, one being the desire to develop the parcels, and the other being the ability to support an on-site septic system and control stormwater on-site. In considering these factors, the potential for additional growth may be limited.

In taking a look at these factors, staff determined that a public facility plan is not needed for the Springdale Community. The size and location would require a costly system to serve a small number of lots in the area. Review of the area's carrying capacity is already being reviewed by the City of Portland Bureau of Development Services Sanitation and Site Development Office with the office being able to deny or approve building permits based on percolation tests and site inspections. County requirements currently address stormwater management, and the area is served by the Corbett Water District.

#### **b. Water System**

The Springdale area is served by the Corbett Water District. Service is available with water service lines located along the Historic Columbia River Highway, and down Northway and Lucas Roads. Staff discussions with the water district indicates that the district has the ability to service the minor amount of possible growth that could be result within the Springdale Community and it service area.

#### **c. Transportation System**

The Rule requires that county plans and land use regulations shall allow only those uses which are consistent with the identified function, capacity and level of service of transportation facilities serving the community, pursuant to OAR 660-012-0060(1)(a) through (c), requiring that where an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation would significantly affect an existing or planned transportation facility, the local government shall put in place measures as provided consistent with OAR 660-012-0060(2) to assure that allowed land uses are consistent with the identified function, capacity, and performance standards (c.g. level of

service, volume to capacity ratio, etc.) of the facility. As identified in the State Guidelines a plan or land use regulation amendment significantly affects a transportation facility if it would:

- (a) Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);
- (b) Change standards implementing a functional classification system; or
- (c) As measured at the end of the planning period identified in the adopted transportation system plan:
  - (A) Allow land uses or levels of development that would result in types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;
  - (B) Reduce the performance of an existing or planned transportation facility below the minimum acceptable performance standard identified in the TSP or comprehensive plan; or
  - (C) Worsen the performance of an existing or planned transportation facility that is otherwise projected to perform below the minimum acceptable performance standard identified in the TSP or comprehensive plan.

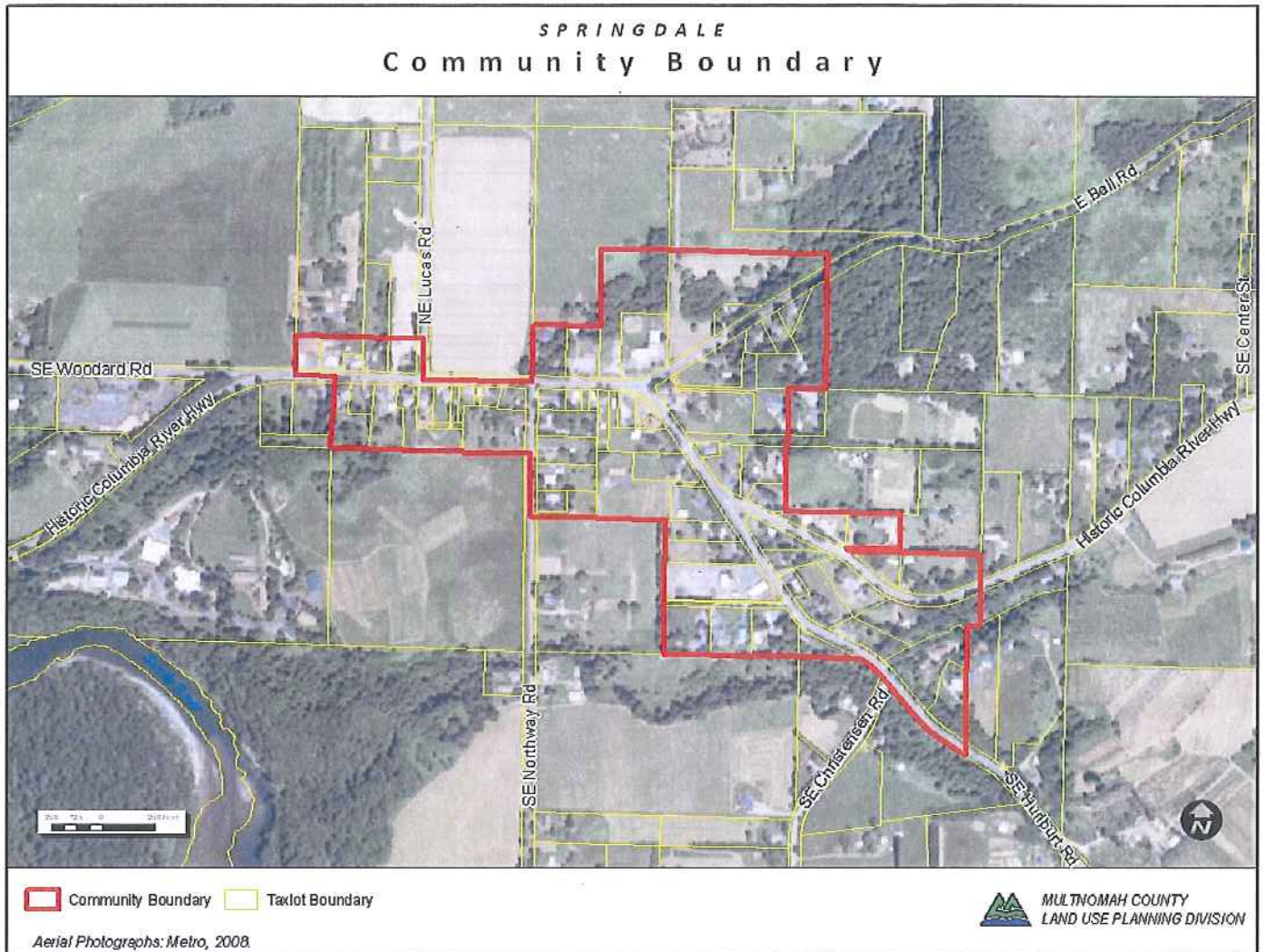
According to county policies and zoning regulations in place, results from the community inventory and analysis, and staff discussions with the Oregon Department of Transportation, it is found that the Rural Community Plan for the Springdale Community will not affect the existing or planned transportation facilities. According to ODOT staff and county transportation plan road classifications roads in the area are adequate to accommodate existing and future traffic levels. Bell, Northway and Lucas Roads are classified as Rural Local Roads and are addressed in the county policies. The Historic Columbia River Highway is addressed as part of the Historic Columbia River Highway Master Plan administered by the Oregon Department of Transportation (ODOT). Improvements to existing local streets and/or construction of new internal local streets to support specific developments could be required as part of a future subdivision approval process and would be addressed on a site-specific basis.

#### **IV. Appendices**

##### **Appendix 1: Zoning Code** (Proposed zoning code to be attached)

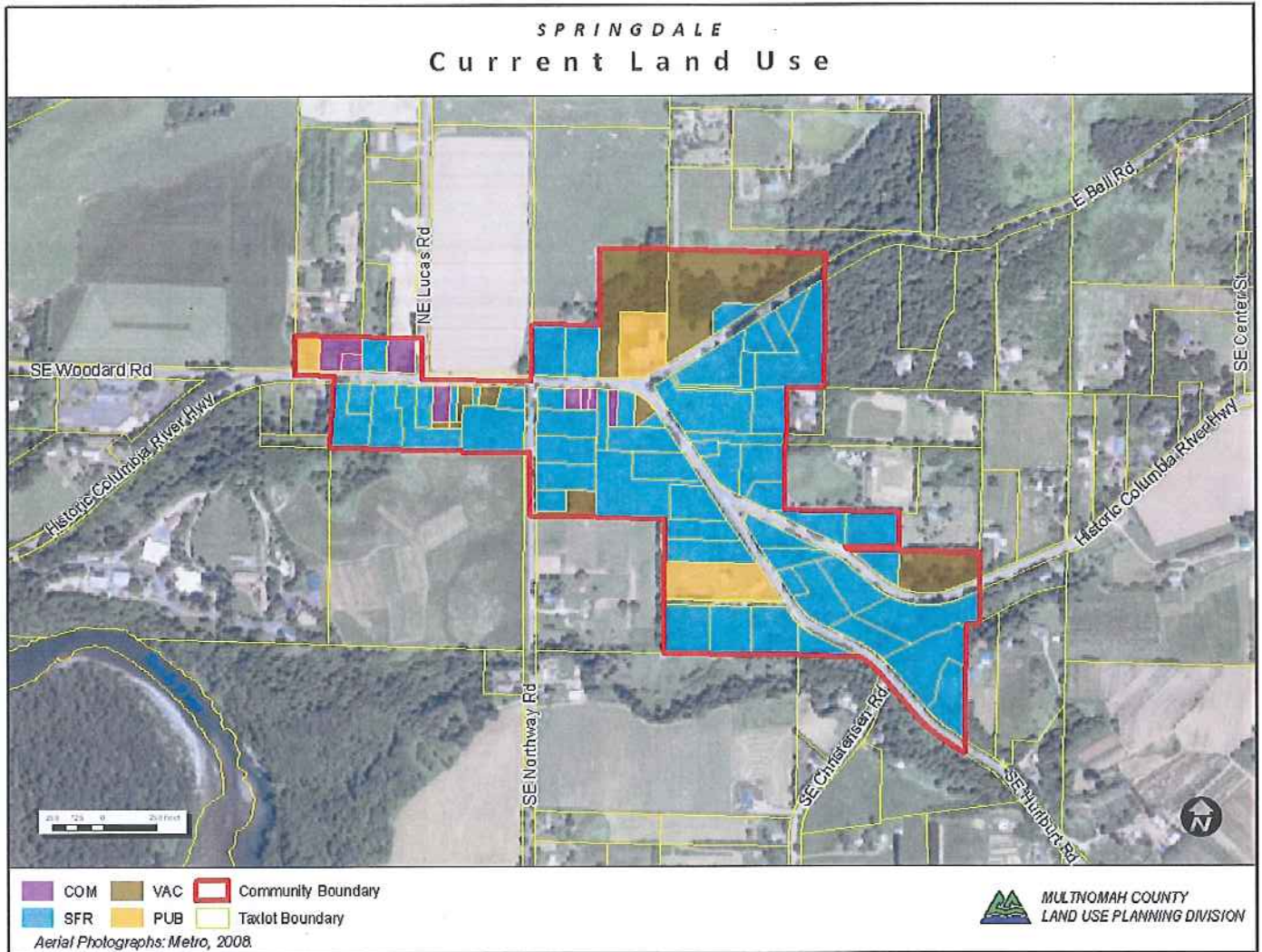
## Appendix 2: Maps

### Map 1: Community Boundary

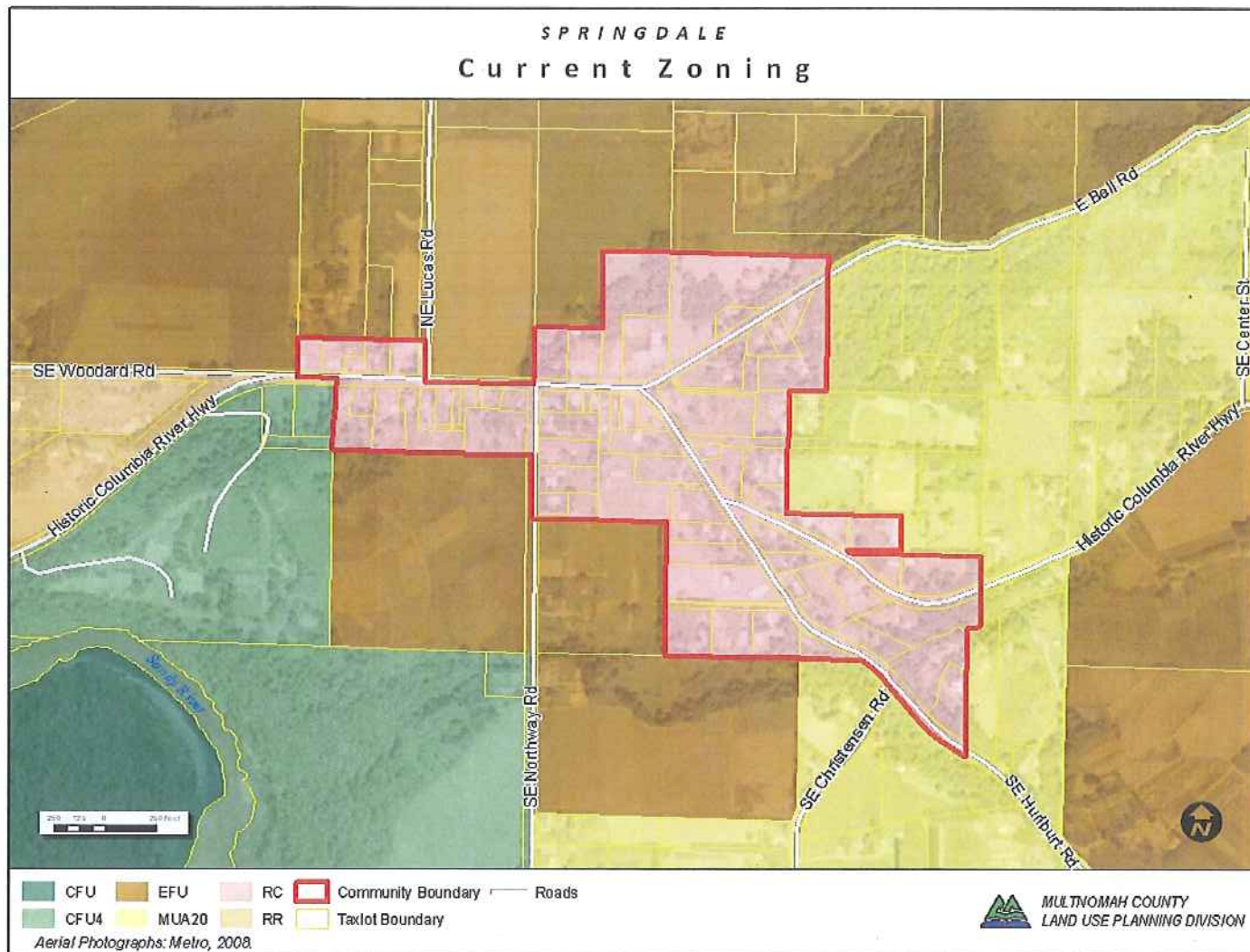




Map 2: Land Use

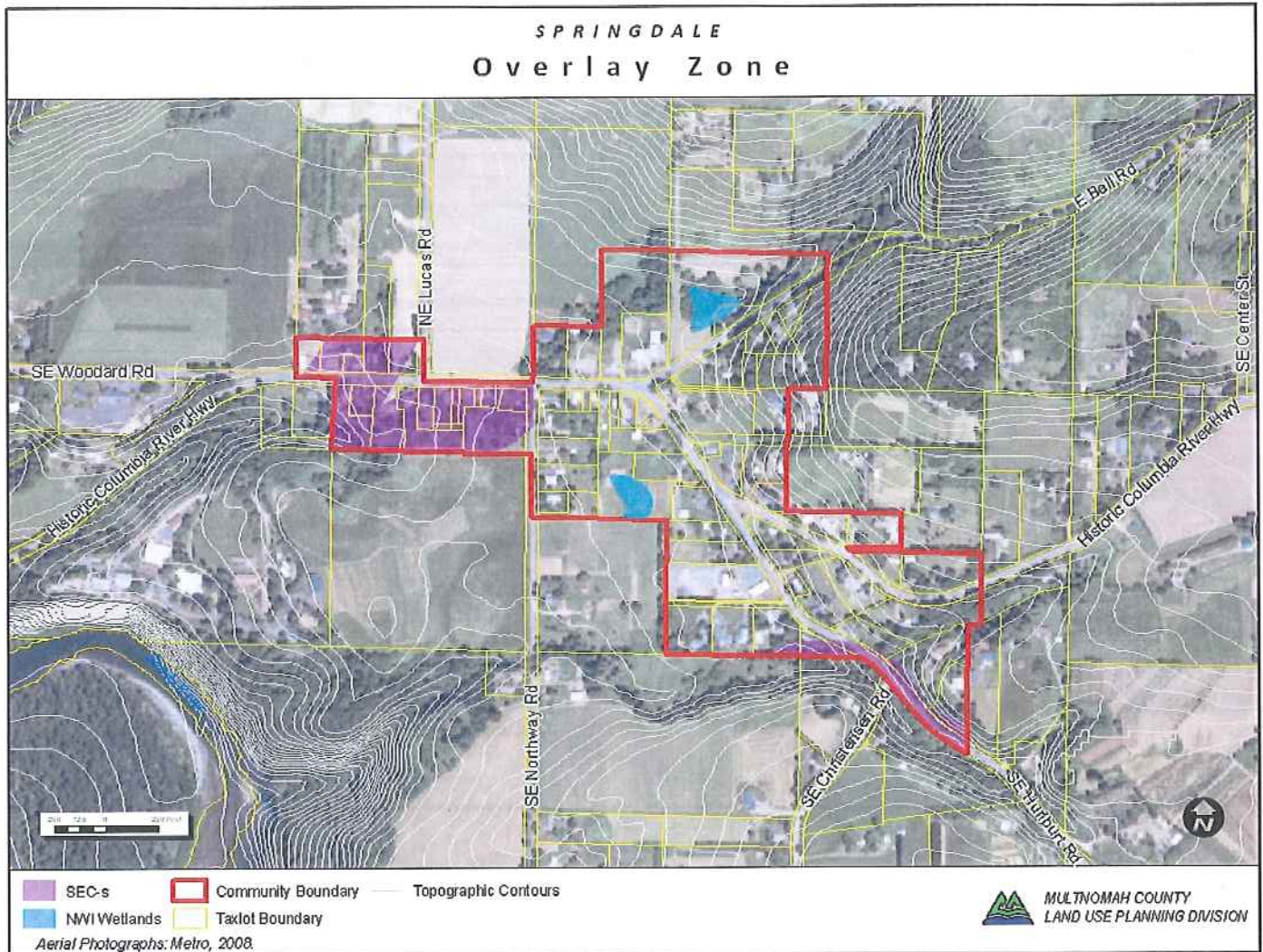


Map 3: Zoning

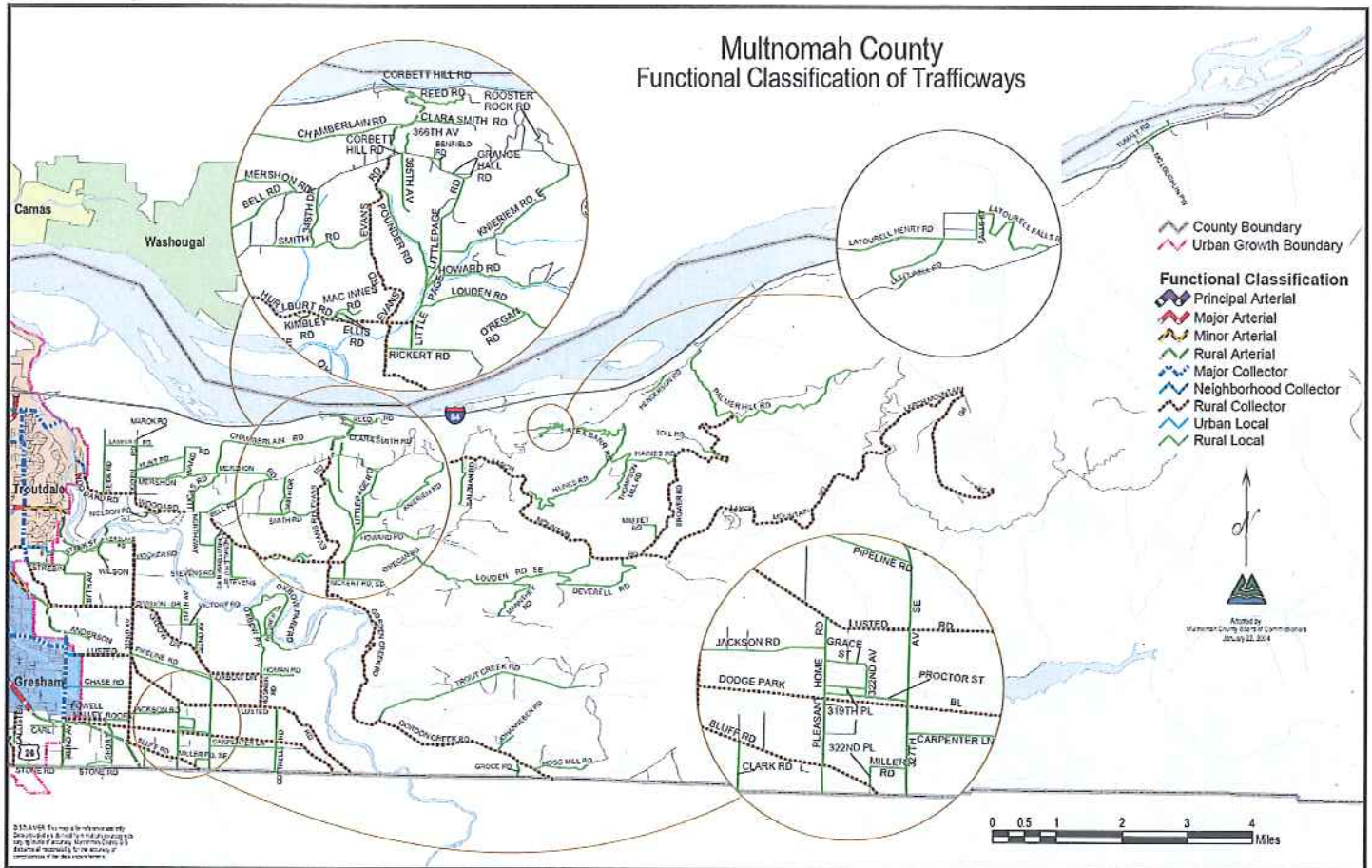




Map 4: Zoning Overlay

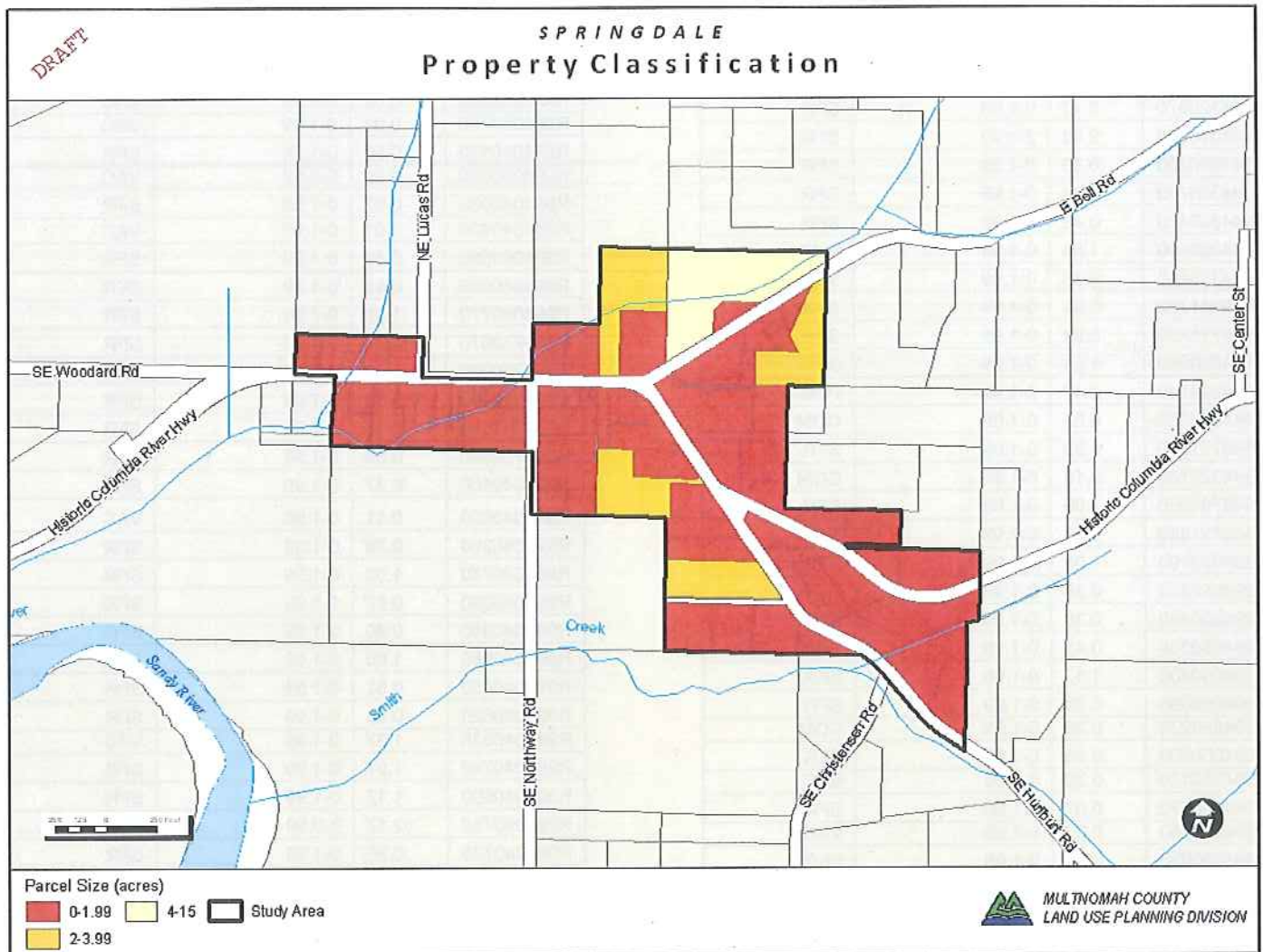


Map 5: Transportation





Map 6: Range of Parcel Sizes (Acres)



### Appendix 3: Inventory/Data Table

RNO	ACRES	Parcel Size Class	LANDUSE
R944330220	5.02	4-15	VAC
R944320120	0.47	0-1.99	COM
R944330600	3.15	2-3.99	VAC
R944320070	0.42	0-1.99	SFR
R944330690	2.30	2-3.99	SFR
R944330290	0.33	0-1.99	SFR
R944330760	0.38	0-1.99	SFR
R944330470	0.46	0-1.99	SFR
R944330190	1.60	0-1.99	PUB
R944330460	0.38	0-1.99	SFR
R649711720	0.95	0-1.99	SFR
R649711700	0.94	0-1.99	SFR
R944330200	1.24	0-1.99	SFR
R944320140	0.47	0-1.99	PUB
R944320150	0.63	0-1.99	COM
R649791920	0.39	0-1.99	SFR
R944320130	0.18	0-1.99	COM
R649791900	1.00	0-1.99	SFR
R649791880	1.98	0-1.99	SFR
R994050190	1.08	0-1.99	SFR
R994050320	0.39	0-1.99	SFR
R994050440	0.38	0-1.99	SFR
R994050330	0.43	0-1.99	SFR
R994050400	1.13	0-1.99	SFR
R994050590	0.39	0-1.99	SFR
R994050230	0.35	0-1.99	COM
R994050500	0.15	0-1.99	SFR
R994050170	0.20	0-1.99	VAC
R994050470	0.07	0-1.99	SFR
R994050160	0.22	0-1.99	VAC
R994050030	0.30	0-1.99	SFR
R994040370	0.31	0-1.99	SFR
R994040550	0.18	0-1.99	COM
R994040090	0.52	0-1.99	SFR
R994040460	0.09	0-1.99	COM
R994040570	0.08	0-1.99	COM
R994040120	0.36	0-1.99	SFR
R994040110	0.22	0-1.99	COM
R994040100	0.33	0-1.99	SFR
R994040490	0.24	0-1.99	VAC

R994050670	1.53	0-1.99	SFR
R994040380	0.91	0-1.99	SFR
R994041320	0.12	0-1.99	SFR
R994050640	0.01	0-1.99	VAC
R994050650	0.06	0-1.99	VAC
R994050700	0.04	0-1.99	VAC
R994040130	0.90	0-1.99	SFR
R994050620	0.30	0-1.99	VAC
R994040930	0.87	0-1.99	SFR
R994040420	0.01	0-1.99	VAC
R994040580	0.19	0-1.99	SFR
R994040080	0.65	0-1.99	SFR
R994040770	1.08	0-1.99	SFR
R649730070	2.22	2-3.99	SFR
R649730050	0.90	0-1.99	SFR
R994040410	0.88	0-1.99	SFR
R994041030	0.48	0-1.99	SFR
R649730060	0.86	0-1.99	SFR
R994040400	0.37	0-1.99	SFR
R994040920	0.51	0-1.99	VAC
R994040350	0.75	0-1.99	SFR
R994040780	1.00	0-1.99	SFR
R994040390	0.67	0-1.99	SFR
R994040650	0.80	0-1.99	SFR
R994040680	1.00	0-1.99	SFR
R994040450	0.52	0-1.99	SFR
R994040620	0.53	0-1.99	SFR
R994040530	1.63	0-1.99	VAC
R994040740	1.01	0-1.99	SFR
R994040600	1.17	0-1.99	SFR
R994040750	2.12	2-3.99	PUB
R994040730	0.26	0-1.99	SFR
R994040630	1.96	0-1.99	SFR
R994041250	0.01	0-1.99	VAC
R994040720	1.21	0-1.99	SFR
R994041190	1.09	0-1.99	SFR
R994041240	1.17	0-1.99	SFR
R994040670	0.80	0-1.99	SFR
R994040640	0.52	0-1.99	SFR
R649812540	1.86	0-1.99	SFR
R649812530	1.07	0-1.99	SFR

SFR: Single Family Residence  
VAC: Vacant  
COM: Commercial  
PUB: Public

**Appendix 4: Public Involvement and Process**

- Fliers
- Website

## Appendix 5: April 20, 2010 Community Meeting

- Handouts
- PowerPoint Presentation
- Community Input

The April 20<sup>th</sup> Community Meeting, included a staff presentation and a staff led Community Input Session. The staff facilitated Community Input Session involved a large group discussion with those in attendance. Staff posed the three questions below and initiated discussion and noted the feedback received during the input session. The information below reflects the community input received in response to the three questions asked by staff.

### **Community Input Session**

Springdale Community Meeting  
April 20, 2010  
Corbett High School, 7-8:30pm

#### **1. What aspects of the Springdale Community do you like? What is important to you?**

It's our home.

We should leave it alone.

It's a small community.

Community Center

Its swell!

We like the way it is. \*\*\*\*

Walking the area

Natural Resources

Places for large animals (i.e. horses)

Wildlife

Like the Community Boundary location as it is.

#### **2. What issues are important to the Springdale Community?**

Road Infrastructure

Water Service

Off-Street Parking

Lack of services

Lots are small

ODOT Requirements and Right-of-way

Transportation and Safety (speed limits)

Drainage

Roadway Run-Off

Seasonal increases in traffic, especially in the summer when visitors come to the Gorge.

Additional traffic generated from charter school.

**3. What suggestions do you have for improving the Springdale Community?**

Consideration of boundary location

Job Corps Site- adding site within community boundary

Re-evaluate Commercial Forest Use (west of community)

Springdale Community School Building and use of property and maintaining it as a community use

Parking options- improvement

**Survey and Comment Letters Received**



**Springdale Community Survey**

Please fill out and return to the Multnomah County Land Use and Transportation Program Office by May 7, 2010. Attach additional sheets if needed. The survey is also available online at [www.multco.us/springdaleplan](http://www.multco.us/springdaleplan).

1. What aspects of the Springdale Community do you like? What is important to you?

I love having the historic Springdale School house as a community center. I like having a market & deli in Springdale.

2. What issues are important to the Springdale Community?

Keeping the Springdale school viable as a meeting space for the community.

3. What suggestions do you have for improving the Springdale Community?

Buying the Springdale School and improving it to be able to be used for even more community use. Developing the "Blue House" back into a cafe/bakery. Getting another business in between the Tavern and Gloria's hair salon.

Your Name: Jennifer Prince  
Mailing Address: P.O. Box 237 Corbett OR 97017  
Phone Number:  
Email: [jennprince@cascadeaccess.com](mailto:jennprince@cascadeaccess.com)

When completed, please return to:  
Attention: Springdale Rural Community Project  
1600 SE 190<sup>th</sup> Ave, Suite 116  
Portland, OR 97202  
Email: [springdaleplan@co.multnomah.or.us](mailto:springdaleplan@co.multnomah.or.us)  
Fax: 503-988-3389  
Phone: 503-988-3043  
Staff Contacts: George Plummer or Joanna Valencia





## Springdale Community Survey

Please fill out and return to the Multnomah County Land Use and Transportation Program Office by May 7, 2010. Attach additional sheets if needed. The survey is also available online at [www.multco.us/springdaleplan](http://www.multco.us/springdaleplan).

1. What aspects of the Springdale Community do you like? What is important to you?

I've lived in this community for almost 63 years. It has been + still is a wonderful community. Friendly, non-invasive - helpful when needed.

2. What issues are important to the Springdale Community?

We need to make the Springdale School a permitted Bldg. The school is a resource for families, + for children to have a safe place to play. Organic gardening has been encouraged - It is a place for community gatherings - picnics, celebrations for family gatherings - historical society - a great "farmer" business. It should be encouraged to maintain + grow.

3. What suggestions do you have for improving the Springdale Community?

Save our school Bldg center for the community - Corbett uses it, as much as residents - We need - support each other. Please reign in the bureaucratic demands - parking, etc. Be part of the solution, not the multiple problems. Work together to keep Springdale a safe + happy place. Springdale, where the scenery begins + helps us keep it -

Your Name:	Jean E. Driver	<p>When completed, please return to: Attention: Springdale Rural Community Project 1600 SE 190<sup>th</sup> Ave, Suite 116 Astoria Portland, OR 97202 Community use here. Email: <a href="mailto:springdaleplan@co.multnomah.or.us">springdaleplan@co.multnomah.or.us</a> Fax: 503-988-3389 (over) Phone: 503-988-3043 Staff Contacts: George Plummer or Joanna Valencia</p>
Mailing Address:	1105 SE Christensen Rd	
Phone Number:	503-695-5790 Corbett OK 9/20/10	
Email:	Don't have	

4. Include any additional comments, suggestions or questions you may have:

For example We need to encourage more businesses - it was a shame to have to give up the "Blue House" restaurant - largely due to zoning restrictions. Help is what is needed - answers, not shuffling blocks. A positive outlook - not always a negative one.

We need money + services from the County.  
The first Monday of the month, at the Fire Hall, for Safety actions, is a positive force, + is highly appreciated. Ending my comment, on a positive note.

MULTNOMAH COUNTY  
PLANNING SECTION

10 APR 23 PM 2:59

RECEIVED





## Springdale Community Survey

Please fill out and return to the Multnomah County Land Use and Transportation Program Office by May 7, 2010. Attach additional sheets if needed. The survey is also available online at [www.multco.us/springdaleplan](http://www.multco.us/springdaleplan).

1. What aspects of the Springdale Community do you like? What is important to you?

BEING A RURAL community  
Satisfied AS IT IS

2. What issues are important to the Springdale Community?

To Keep it AS IT IS.

3. What suggestions do you have for improving the Springdale Community?

~~It~~ IT IS IMPORTANT TO NOT HAVE ANY  
MORE HOMES - NO LAND FOR THEM.

Your Name:	KIRBY	<b>When completed, please return to:</b> Attention: Springdale Rural Community Project 1600 SE 190 <sup>th</sup> Ave, Suite 116 Portland, OR 97202 Email: <a href="mailto:springdaleplan@co.multnomah.or.us">springdaleplan@co.multnomah.or.us</a> Fax: 503-988-3389 Phone: 503-988-3043 Staff Contacts: George Plummer or Joanna Valencia
Mailing Address:	708 SE NORTHWAY Rd.	
Phone Number:		
Email:		

RECEIVED  
10 APR 30 PM 2:31  
MULTNOMAH COUNTY  
PLANNING SECTION

Dear Janice, 4/21/10  
Thanks for your time to  
come to Springdale Corbett last  
night. You can tell that  
people are pretty happy about  
the way things are out here  
when they complain about  
parking on the street (a small  
issue in the big picture). I  
think the meeting went well  
and the folks were  
positive.

Regards,

Kara Deane



## Springdale Community Survey

Please fill out and return to the Multnomah County Land Use and Transportation Program Office by May 7, 2010. Attach additional sheets if needed. The survey is also available online at [www.multco.us/springdaleplan](http://www.multco.us/springdaleplan).

1. What aspects of the Springdale Community do you like? What is important to you?

I live on the highway & have for 164 years. I love the weather & the visitors! I see bikers & car clubs & horses!! It is great! People come from all over the world & ask

2. What issues are important to the Springdale Community?

Keep it the same. My yard!   
 Enforce the speed limit through town.   
 Over

3. What suggestions do you have for improving the Springdale Community?

Allow us to save that beautiful ICON on the highway. The Old Springdale School/Cas in, make it easy for the community to use.

Your Name:	Karen Schaaf	When completed, please return to: Attention: Springdale Rural Community Project 1600 SE 190 <sup>th</sup> Ave, Suite 116 Portland, OR 97202 Email: <a href="mailto:springdaleplan@co.multnomah.or.us">springdaleplan@co.multnomah.or.us</a> Fax: 503-988-3389 Phone: 503-988-3043 Staff Contacts: George Plummer or Joanna Valencia
Mailing Address:	32201 E. Hirt Col. Rd. My	
Phone Number:	503-695-5652	
Email:	KFSchaaf@gmail.com	

4. Include any additional comments, suggestions or questions you may have:

People from all over the world stop & take pictures of the field & pasture next to my house. People from all over the world stop & take pictures of my flower stand & flowers at my house & the flowers @ Springdale School.

One time a tour bus of visitors from the Orient stopped to video & take pictures of the "cowboys" riding their horses among the cows behind my house!!



Springdale Community Survey

1. We love living in Springdale, it's a nice little area.

We don't want to be incorporate with Troutdale.

Leave troutdale the same and leave Springdale the same. Why change every thing

2 If you want to do something, help us get the old Springdale school fixed up as a community center where we can have all kinds of activities that every one can enjoy.

Stephen Kenney, Jr.  
31841 E. Hist. Col. R. Hwy.  
Troutdale, OR 97060

Home 503-695-5151

*Stephen & Patricia  
Kenney*

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10 APR 30 AM 8:03  
MULTI-NOAH COUNTY  
PLANNING SECTION

Nevalin Scott  
31700 Historic Columbia  
Troutdale, OR 97060-9376

## SPRINGDALE

I have a passion for Springdale. My family bought the garage and filling station in 1959 and we would still be doing business there if the County would have let us. OK.

I cannot imagine living anywhere else. I believe in the folks here and my fondest wish is to continue to help them.

What do we need from the County? Mostly, just let us live and continue to function as a community.

The County Road department does an excellent job, our water district is working to keep us healthy (at a hefty price), our Volunteer Fire Department is second to none, PGE (even though they would rather pay insurance to keep us supplied in the winter rather than putting the wiring underground) does fair, ODOT pretty well does as they see fit with the Historic Columbia River Highway newly named Historic Highway 30 (surprise), the Springdale Country Market and Deli with new owners are doing a truly great job, we have Perfect Climate (employing a number of local folks), a barber, two churches, and the Springdale Pub taking up the slack, with new owners cooperating with the rest of the community.

What we really need and are trying diligently to accomplish IS TO RECLAIM OUR IDENTITY via the Springdale School Community Association. We have the Historical Museum, Art Gallery, Framing shop, Boy Scouts, meeting rooms, community garden, covered building for community functions (the Bob Scott Memorial Pigout, garage sales, Night Out Potluck, Springdale Christmas Tree, Lighted Christmas Parade, and any and all functions that come our way).

So, anything the County can do to help us regain our identity, please do. If the County plans on making things more difficult, please be aware that I make a really good friend or a powerful, unforgiving enemy.

Sincerely,

Nev Scott  
(504)695-2553



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10 APR 28 PM 2:01  
MULTNOMAH COUNTY  
PLANNING SECTION

## Appendix 6: June 22, 2010 Community Meeting

The June 22<sup>nd</sup> Community Meeting, included a staff presentation and a staff led Community Input Session. The staff facilitated Community Input Session involved a large group discussion with those in attendance. Staff initiated discussion and noted the feedback received during the input session. The information below reflects the community input received.

### Community Input Session

Springdale Community Meeting

June 22, 2010

Corbett Grade School Cafeteria, 6-7:30pm

Community Input
Recommendation Strong community support for use of gravel surface for parking and access
Issue of flooding on Southside of Historic Columbia River Highway. Concern with impact of possible additional commercial and/or industrial development. Impact to drainage and additional run-off from developments.  There are underground springs that affect drainage. Issues with flooding on lots.
Drainage Existing drainage has issues; we need to make sure that we don't add to it.
1 acre vs. 2 acre lot size for new lots. Community support for 1 acre lot sizes.
Sidewalks. Is it possible to require? Community support and recommendation to ODOT for sidewalks.
Industrial Uses. 10,000 (current county code) vs. 40,000 (maximum allowed according to State Rule). <ul style="list-style-type: none"><li>• Comments were received regarding the possibility of not having industry. Some support received for it, but community members still felt that some form of industry is still appropriate for the community.</li><li>• Consideration for a 5,000 square foot limit was suggested by some community members.</li><li>• It was also suggested that we should look at the list of Review Uses and Conditional Uses in the zone, and explore whether or not some of the uses should be removed or whether or not some conditional uses should be moved to a review use or vice versa.</li></ul>
Develop a list of existing uses and sizes (i.e. size of Perfect Climate Structure)
Explore drafting code: <ul style="list-style-type: none"><li>• Less than 5,000 square feet would be a Review Use</li><li>• Greater than 5,000 to 40,000 square feet would be Conditional Use</li></ul>
Is 5,000 square feet sufficient?  Take a look at 10,000 square feet with a 5,000 square feet footprint limitation (lot coverage). Less impact to drainage due to less potential of creating additional impervious surfaces.
Community support for limiting Commercial Uses consistent with State Rule limitation of 4,000 square feet
Attendees identified creeks in the community: Dairy Creek and Springdale Creek.



BEFORE THE PLANNING COMMISSION  
FOR MULTNOMAH COUNTY, OREGON

**RESOLUTION NO. PC 10-010**

Recommend that the Board of County Commissioners amend the East of Sandy River Rural Area Plan component of the Multnomah County Comprehensive Plan and Multnomah County Code Chapter 35 to adopt plan and zoning code amendments for the Springdale Community consistent with the Oregon Administrative Rule Division 22 Unincorporated Communities Rule and to meet community preferences.

**The Planning Commission Finds:**

- a. The Planning Commission is authorized by Multnomah County Code Chapter 37.0710 and by Oregon Revised Statutes (ORS) 215.110 to recommend to the Board of County Commissioners the adoption of Ordinances to implement the Multnomah County Comprehensive Plan.
- b. Multnomah County is required to plan for unincorporated communities within its jurisdiction in compliance with the Oregon Administrative Rule (OARs) 660-022-0000 to 660-022-0070, or to demonstrate that all uses are rural pursuant to state rules.
- c. This ordinance amends the East of Sandy River Rural Area Plan to include new policies and amends Multnomah County Code Chapter 35 Rural Center zoning district to implement the policies. These changes include reduction of the minimum lot size, amendments to conditional uses for commercial and industrial buildings to apply the small-scale, low-impact standards, and amendments to development standards.
- d. This ordinance also updates the zoning map amending the Rural Center (RC) zoning district designation to the Springdale Rural Center (SRC) in the East of Sandy River Rural Area.
- e. A "Ballot Measure 56: notice was issued to individual property owners on October 7, 2010. Notice of the Planning Commission hearing was published in the "Oregonian" newspaper and on the Land Use Planning Website.
- f. The Planning Commission held a public hearing on November 1, 2010 where all interested persons were given an opportunity to appear and be heard.

**The Planning Commission Resolves:**

The proposed Ordinance amending the Multnomah County Comprehensive Plan and Multnomah County Code Chapter 35 is hereby recommended for adoption by the Board of County Commissioners. Adoption documents include the attached Exhibit A: Zoning amendments to Multnomah County Code Chapter 35, Exhibit B: Amendments to East of Sandy River Rural Area Plan, Exhibit C: Community Plan Document, and Exhibit D: Zoning Map.

ADOPTED this 1st day of November 2010.

PLANNING COMMISSION  
FOR MULTNOMAH COUNTY, OREGON

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John Ingle, Chair





## **Draft Findings**

Statewide Planning Goals Compliance  
and Compliance with OAR Chapter 660, Division 22, the Unincorporated Communities Rule

### **Springdale Community Plan, PC-10-010**

#### **Statewide Planning Goals Compliance**

MCC Chapter 11.05.180 Standards for Plan and Revisions requires legislative plan amendments comply with the applicable Statewide Planning goals pursuant to ORS 197.175(2)(a). These findings show that the Springdale Community Plan amendments are consistent with and comply with the applicable goals which include: Goal 1: Citizen Involvement, Goal 2: Land Use Planning, Goal 3: Agricultural Lands, Goal 4: Forest Lands, Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces, Goal 6: Air, Water and Land Resources Quality, Goal 11: Public Facilities and Services and Goal 14: Urbanization.

#### **GOAL 1: CITIZEN INVOLVEMENT**

To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

***Finding:** The public outreach program for the project included a number of different methods including mailed and emailed notification, conducting a community survey, and holding meetings in the community. A series of three public meetings were held in Corbett. These meetings included staff presentations and community dialog sessions. Results from these meetings found that the citizens are generally happy with their community and enjoy the neighborhood, and they want to preserve the community as it is. Concerns raised included ensuring adequate water service, increases in traffic, drainage and run-off, off-street parking and the use of the Springdale Community Building. Public hearings were held before the Planning Commission and Board of Commissioners, where the public had opportunity to provide testimony.*

#### **GOAL 2: LAND USE PLANNING**

To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.

***Finding:** The Springdale Community plan and map, policies and zoning amendments put in place the framework needed to carry out the objectives of the Unincorporated Communities Rule by:*

- *Identifying the community boundary,*
- *Inventorizing and analyzing data and information about the community related to the existing land uses, available public services, parcel sizes, and current plan policies and zoning regulations, and*
- *Reviewing the characteristics of the community, preparing a plan, proposing policies and amending the existing zoning regulations for consistency with the State Rule*

### GOAL 3: AGRICULTURAL LANDS

To preserve and maintain agricultural lands.

**Finding:** *Agricultural lands in the county are protected for farm use by existing zoning and plan policies, and these are unchanged by the proposed amendments. The community boundary encircles a contiguous area of "exception land," specifically properties that are currently zoned Rural Center. Additionally, the proposed boundary does not include any properties which are currently zoned Exclusive Farm Use (EFU). Proposed policies and zoning code amendments include provisions to protect farm use and encourage continued farm use by ensuring that new or expanding uses minimize impacts to Exclusive Farm Use (EFU) zoned land that is adjacent to the Springdale Rural Center zone by requiring "right to farm" measures to be implemented. These measures require recordation of a covenant that recognizes the rights of adjacent farm managers to farm their land.*

### GOAL 4: FOREST LANDS

To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture.

**Finding:** *Forest lands in the county are protected for forest use by existing zoning and plan policies that are unchanged by the proposed amendments. The community boundary encircles a contiguous area of "exception land," specifically properties that are currently zoned Rural Center. Additionally, the proposed boundary does not include any properties which are currently zoned Exclusive Farm Use (EFU) or Commercial Forest Use-4 (CFU-4).*

### GOAL 5: NATURAL RESOURCES, SCENIC AND HISTORIC AREAS, AND OPEN SPACES

To protect natural resources and conserve scenic and historic areas and open spaces.

**Finding:** *The Goal 5 resources in the county are protected by existing zoning and plan policies that are unchanged by the proposed amendments. The community planning efforts recognize the historic Springdale Community, and include policies recognizing the rural character of the area. The only identified Goal 5 resources within Springdale are two streams running through the eastern half the Community which are protected through the existing Significant Environmental Concern Overlay Zone.*

### GOAL 6: AIR, WATER AND LAND RESOURCES QUALITY

To maintain and improve the quality of the air, water and land resources of the state.

**Finding:** *The OAR Division 22 rule requires that unincorporated community plans assess the capacity of the local public facility infrastructure (i.e., sewer system or septic conditions, water, and transportation systems), and determine if they will be adequate to serve future growth anticipated or planned in the unincorporated community.*

*The Springdale area is not served by a community sewer system. All wastewater treatment in the area is accomplished through on-site septic systems. The Unincorporated Communities Rule requires counties to adopt public facilities plans for unincorporated communities with a population over 2,500, or when expected density or potential health hazard indicates a need for such plans. The current population of the area is significantly below the threshold, and there is no known potential health hazard thus there is no indication of a need for a public facility plan, therefore this rule provision does not apply.*

*The land use and density analysis conducted by staff finds that a minimal number of lots could potentially be developed under the zoning standard of a one acre minimum lot size. All new parcels will have to be served with on-site septic systems that meet Department of Environmental Quality standards. Stormwater control systems designed by an Oregon Registered Engineer to meet no increase of off property flow for up to a 10 year -24 hour rain event are also required.*

*The carrying capacity is already reviewed by the City of Portland Bureau of Development Services Sanitation and Site Development Office with the office being able to deny or approve building permits based on percolation tests and site inspections. County requirements currently address stormwater management, and the area is served by the Corbett Water District.*

*The scale of the existing and potential development allowed through the plan for the Community does not affect air quality.*

#### **GOAL 11: PUBLIC FACILITIES AND SERVICES**

To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

***Finding:** Public facilities and services are addressed through the findings below for OAR 660-022-0050 of the Division 22 rule for unincorporated communities.*

#### **GOAL 14: URBANIZATION**

To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

***Finding:** The Springdale planning effort recognizes the community as an Unincorporated Community under State Rule OAR Chapter 660, Division 22, the Unincorporated Communities Rule. The Rule provides a framework for counties to use in identifying and designating unincorporated communities outside established Urban Growth Boundaries (UGB) consistent with Goal 14. Establishing planning rules as proposed for the unincorporated community of Springdale is consistent with this goal.*

**Compliance with OAR Chapter 660, Division 22, the Unincorporated Communities Rule**

The findings below demonstrate that the proposed zoning and comprehensive plan amendments meet the applicable requirements in OAR Chapter 660, Division 22, the Unincorporated Communities Rule.

**OAR 660-022-0010**

**Definitions**

\*\*\*

(7) "Rural Community" is an unincorporated community which consists primarily of permanent residential dwellings but also has at least two other land uses that provide commercial, industrial, or public uses (including but not limited to schools, churches, grange halls, post offices) to the community, the surrounding rural area, or to persons traveling through the area.

***Finding:** The unincorporated community of Springdale is comprised of 81 parcels. Existing uses include 57 residences, 6 commercial uses, and 3 public uses. There are 15 vacant parcels that are either in agricultural use, parking areas, back yards of residences or just simply public uses that include the Fire District #14 fire station, county owned property occupied by Multnomah County Road Services, and the currently closed Springdale Elementary School. The community therefore meets the definition of a rural community, and the plan adopts provisions applicable to that community type.*

- (10) "Unincorporated Community" means a settlement with all of the following characteristics:
- (a) It is made up primarily of lands subject to an exception to Statewide Planning Goal 3, Goal 4 or both;

***Finding:** The Springdale community is composed solely of state exception lands as described below in the findings for OAR 660-022-0020(3)).*

- (b) It was either identified in a county's acknowledged comprehensive plan as a "rural community", "service center", "rural center", "resort community", or similar term before this division was adopted (October 28, 1994), or it is listed in the Department of Land Conservation and Development's January 30, 1997 "Survey of Oregon's Unincorporated Communities";

***Finding:** Springdale is listed in the Department of Land Conservation and Development (DLCD) January 30, 1997 "Survey of Oregon's Unincorporated Communities." It also is identified as a rural center in the Multnomah County Comprehensive Framework Plan.*

- (c) It lies outside the urban growth boundary of any city;

***Finding:** Springdale is not within a UGB.*

- (d) It is not incorporated as a city; and

***Finding:*** *Springdale is not incorporated as a city.*

(e) It met the definition of one of the four types of unincorporated communities in sections (6) through (9) of this rule, and included the uses described in those definitions, prior to the adoption of this division (October 28, 1994).

***Finding:*** *Springdale satisfies the definition of Rural Community under OAR 660-022-0010(7) (see findings for subsection 7 above).*

**CONCLUSION: The Springdale community satisfies the rule definitions of unincorporated community and Rural Community.**

#### **660-022-0020**

#### **Designation of Community Areas**

(1) Except as provided in OAR 660-022-0070, county comprehensive plans shall designate and identify unincorporated communities in accordance with the definitions in OAR 660-022-0010. Counties may amend these designations as circumstances change over time.

***Finding:*** *Adoption of the Springdale Community Plan as part of the Multnomah County Comprehensive Framework Plan will designate and plan for Springdale as a rural unincorporated community in accordance with the rule.*

(2) Counties shall establish boundaries of unincorporated communities in order to distinguish lands within the community from exception areas, resource lands and other rural lands. The boundaries of unincorporated communities shall be shown on the county comprehensive plan map at a scale sufficient to determine accurately which properties are included.

***Finding:*** *The Springdale Community Plan Map includes a boundary that distinguishes the unincorporated community from surrounding exception areas, resource lands, and other rural land. The map shows the Community boundary at a scale that clearly indicates the properties that are included within the boundary.*

(3) Only land meeting the following criteria may be included within an unincorporated community boundary:

(a) Land which has been acknowledged as a Goal 3 or 4 exception area and historically considered to be part of the community provided the land only includes existing, contiguous concentrations of:

(A) Commercial, industrial, or public uses; and/or

(B) Dwelling units and associated residential lots at a greater density than exception lands outside rural communities.

(b) Land planned and zoned for farm or forest use provided such land meets the criteria in section (4) of this rule.

***Finding:** The land included within the Springdale unincorporated community boundary includes only Goal 3 or 4 exception areas that have historically been considered part of the community and consist of commercial, industrial, residential, or public uses. Land within the Springdale community historically has been zoned at a higher density than surrounding lands zoned for exclusive farm use.*

\* \* \*

(5) Site specific unincorporated community boundaries that are shown on an acknowledged plan map on October 28, 1994, are deemed to comply with subsections (2) and (3) of this rule unless the boundary includes land designated for farm or forest use that does not meet the criteria in section (4) of this rule.

***Finding:** The Multnomah County Comprehensive Framework Plan and zoning map defines the Springdale unincorporated community boundary through the "RC" Rural Center plan and zone designation. This zoning was applied to the area prior to 1982.*

**CONCLUSION: The Springdale Community Plan is part of the Multnomah County Comprehensive Framework Plan and meets the applicable designation requirements under OAR 660-022-0020.**

**660-022-0030**

### **Planning and Zoning of Unincorporated Communities**

(1) For rural communities, resort communities and urban unincorporated communities, counties shall adopt individual plan and zone designations reflecting the projected use for each property (e.g., residential, commercial, industrial, public) for all land in each community. Changes in plan or zone designation shall follow the requirements to the applicable post-acknowledgment provisions of ORS 197.610 through 197.625.

***Finding:** Land within the Springdale Community Plan is proposed to continue to be zoned similarly to the current Rural Center zoning. Proposed key amendments to the zoning code address commercial and industrial development consistent with the provisions of the OAR, revised off-street parking requirements, and amendments to the dimensional standards. In addition, the amendments include the changes of the minimum lot size from 2 acres to a 1 acre minimum lot size.*

(2) County plans and land use regulations may authorize any residential use and density in unincorporated communities, subject to the requirements of this division.

***Finding:** The plan, policies and zoning code authorizes a one acre minimum lot size for new lot creation.*

(3) County plans and land use regulations may authorize only the following new or expanded industrial uses in unincorporated communities:

- (a) Uses authorized under Goals 3 and 4;
- (b) Expansion of a use existing on the date of this rule;
- (c) Small-scale, low impact uses;
- (d) Uses that require proximity to rural resource, as defined in OAR 660-004-0022(3)(a);
- (e) New uses that will not exceed the capacity of water and sewer service available to the site on the effective date of this rule, or, if such services are not available to the site, the capacity of the site itself to provide water and absorb sewage;

\* \* \*

***Finding:*** The Springdale Rural Center (SRC) zoning designation permits the uses identified in OAR 660-022-0030(3). In recognition of feedback received from the community, a limitation to the square footage of floor space has been reduced to 15,000 square feet from the 40,000 allowed for small-scale low impact industrial uses.

(4) County plans and land use regulations may authorize only the following new commercial uses in unincorporated communities:

- (a) Uses authorized under Goals 3 and 4;
- (b) Small-scale, low impact uses;
- (c) Uses intended to serve the community and surrounding rural area or the travel needs of people passing through the area.

***Finding:*** The Springdale Rural Center (SRC) zoning designation permits the uses identified in OAR 660-022-0030(4). This zone includes a limit on building sizes consistent with the definition of small-scale, low impact uses (maximum of 4,000 square feet of floor space) as defined by OAR 660-022-0030(10).

\* \* \*

(6) County plans and land use regulations shall ensure that new or expanded uses authorized within unincorporated communities do not adversely affect agricultural or forestry uses.

***Finding:*** Agricultural lands in the county are protected for farm use by existing zoning and plan policies, and these are unchanged by the proposed amendments. The community boundary encircles a contiguous area of "exception land," specifically properties that are currently zoned Rural Center. In addition, proposed policies and zoning code amendments includes provisions to protect farm use and encourages continued adjacent farm use through the addition by ensuring that new or expanding uses minimize impacts to Exclusive Farm Use (EFU) zoned land that is adjacent to the Springdale Rural Center zone by

*requiring “right to farm” measures to be implemented. These measures require recording of a covenant that recognizes the rights of adjacent farm managers to farm their land.*

(7) County plans and land use regulations shall allow only those uses which are consistent with the identified function, capacity and level of service of transportation facilities serving the community, pursuant to OAR 660-012-0060(1)(a) through (c).

***Finding:*** *Bell, Northway and Lucas Roads are classified as Rural Local Roads and are addressed in the county policies. The Historic Columbia River Highway is addressed as part of the Historic Columbia River Highway Master Plan administered by the Oregon Department of Transportation (ODOT).*

*The land use regulations contained in the Springdale Community Plan and other applicable County planning documents are consistent with the function, capacity, and level of service identified for the transportation facilities serving the community. According to county policies and zoning regulations in place, results from the community inventory and analysis, and staff discussions with the Oregon Department of Transportation, it is found that the Rural Community Plan for the Springdale Community will not affect the existing or planned transportation facilities.*

*The existing transportation network is capable of accommodating the one acre minimum lot size density. According to ODOT staff and county transportation plan road classifications, roads in the area are adequate to accommodate existing and future traffic levels resulting from existing uses and potential build out. Improvements to existing local streets and/or construction of new internal local streets to support specific developments could be required as part of a future subdivision approval process and would be addressed on a site-specific basis.*

(8) Zoning applied to lands within unincorporated communities shall ensure that the cumulative development:

(A) Will not result in public health hazards or adverse environmental impacts that violate state or federal water quality regulations; and

(B) Will not exceed the carrying capacity of the soil or of existing water supply resources and sewer services.

***Finding:*** *The community of Springdale is not within a designated health hazard area nor is it served by a public sanitary system. Currently, wastewater can only be treated through individual septic or other on-site treatment systems. Review of the area’s carrying capacity is already being conducted by the City of Portland Bureau of Development Services Sanitation and Site Development Office with the office being able to deny or approve permits for new systems for new development based on percolation tests and site inspections. County requirements currently address stormwater management through an engineer review and design of stormwater detention systems, and the area is served by the Corbett Water District. Proposed developments require on-site sewage disposal and stormwater review. These provisions ensure that the cumulative development will not result*



*in public health hazards or adverse environmental impacts that violate state or federal water quality regulations and that development will not exceed carrying capacity of the soil or of existing water supply resources and sewer services.*

\* \* \*

(10) For purposes of subsection (b) of section (4) of this rule, a small-scale, low impact commercial use is one which takes place in an urban unincorporated community in a building or building not exceeding 8,000 square feet of floor space, or in any other type of unincorporated community in a building or buildings not exceeding 4, 000 square feet of floor space.

***Finding:** The Springdale community Springdale Rural Center (SRC) zone includes the 4,000 square foot size limit for small-scale, low-impact buildings in commercial use within rural unincorporated communities.*

(11) For purposes of subsection (c) of section (3) of this rule, a small-scale, low impact industrial use is one which takes place in an urban unincorporated community in a building or buildings not exceeding 60,000 square feet of floor space, or in any other type of unincorporated community in a building or buildings not exceeding 40,000 square feet of floor space.

***Finding:** The Springdale Rural Center (SRC) zoning designation permits the uses identified in OAR 660-022-0030(3). In recognition of feedback received from the community, a limitation to the square footage of floor space has been reduced to 15,000 square feet from the 40,000 allowed in the State Rule.*

**CONCLUSION: The Springdale Community Plan is implemented through the Springdale Rural Center Zone. The proposed amendments together with the existing zoning regulations results in compliance with the state rule.**

**660-022-0050**

### **Community Public Facility Plans**

(1) In coordination with special districts, counties shall adopt public facility plans meeting the requirements of OAR 660, division 11, and include them in the comprehensive plan for unincorporated communities over 2,500 in population. A community public facility plan addressing sewer and water is required if the unincorporated community is designated as an urban unincorporated community under OAR 660-022-0010 and 660-022-0020. For all communities, a sewer and water community public facility plan is required if:

(a) Existing sewer or water facilities are insufficient for current needs, or are projected to become insufficient due to physical conditions, financial circumstances or changing state or federal standards; or

(b) The plan for the unincorporated community provides for an amount, type or density of additional growth or infill that cannot be adequately served with individual water or sanitary systems or by existing community facilities and services; or

(c) The community relies on groundwater and is within a groundwater limited or groundwater critical area as identified by the Oregon Department of Water Resources; or

(d) Land in the community has been declared a health hazard or has a history of failing septic systems or wells.

\* \* \*

**CONCLUSION:** Springdale is a rural unincorporated community with a population less than 2,500. The community is served by the Corbett Water District. The area has not been officially designated as a health hazard. Therefore, none of the conditions cited in (a) through (d) are met and the Springdale Community Plan is not required to include a sewer and water community public facility plan.

**660-022-0060**

#### **Coordination and Citizen Involvement**

ORS 660-022-0060 requires that counties shall ensure that residents of unincorporated communities have adequate opportunities to participate in all phases of the planning process.

*Finding: Multnomah County Land Use Planning staff formulated a process for preparing the Springdale Unincorporated Community Plan and completing the unincorporated community planning requirements for the State Rule. The process included public outreach that consisted of a series of three public meetings held nearby in Corbett, web pages for each community that included information on the project and process as well as served as a resource to download electronic copies of the project documents, mailed property owner notification, emailed notifications to interested parties list, and distribution of a community survey to gather community input. Public hearings will be held before the County's Planning Commission and Board of Commissioners. Public notice and other procedures associated with these hearings comply with the applicable requirements listed above.*

*This project has involved coordination with the Corbett Water District, Portland Bureau of Development Services, County Transportation Planning, Oregon Department of Transportation, the local Fire District, and the Corbett School District. In addition coordination with the Portland Bureau of Development Services has occurred. Portland Bureau of Development of Services conducts on-site sewage reviews for this area. Notices proposing to designate Springdale as an unincorporated community were mailed to these agencies prior to the first adoption hearing.*

**CONCLUSION:** The Springdale Community planning process satisfies the applicable requirements of OAR 660-022-0060.



**Department of Community Services**  
**MULTNOMAH COUNTY OREGON**

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Land Use and Transportation Program  
1600 SE 190<sup>th</sup> Avenue  
Portland, Oregon 97233-5910  
PH. (503) 988-3043 Fax (503) 988-3389  
[www.co.multnomah.or.us/landuse](http://www.co.multnomah.or.us/landuse)

## Memorandum

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To: Interested Parties  
From: George A. Plummer and Joanna Valencia, Staff Planners  
Date: June 10, 2010  
Subject: Response to community comments raised for Springdale  
Community (PC-10-010)

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This memo lists issues raised for the Springdale community. Community input was collected through the use of a survey distributed during the April 20<sup>th</sup> community meeting. A total of seven surveys were returned. In addition, a list of issues and items to address was generated during the community input session at the April 20<sup>th</sup> community meeting. Staff compiled the community responses and has categorized them below. Comment(s) received have been included and are followed by staff's response in addressing the issue.

### Water Service

Comment: Ensure that there is adequate water service.

Staff Response: The Springdale area is served by the Corbett Water District. Staff discussions with the water district indicate that water service is not an issue in the area, and service is available with lines located along the Historic Columbia River Highway, and down Northway and Lucas Roads. Adequate water service is currently required for issue of building permits and will continue to be required on completion of the plan.

### Transportation

Comment: Road runoff gets on to private property.

Staff Response: Stormwater runoff is a recognized aspect of the public transportation system and is managed by the service provider under existing procedures. This concern has been forwarded to the Oregon Department of Transportation and County transportation planning staff.

Comment: The charter school causes increases in traffic.

Staff Response: The transportation system in the community is maintained by the Oregon Department of Transportation (ODOT) or the county. The results from the community inventory and analysis find that the system is currently sufficient in serving the community. Comments regarding ODOT maintained roads have been forwarded to ODOT for their

consideration. Any needed improvements would need to be prioritized and funded through existing procedures.

Comment: The community experiences increased traffic volumes in summer from visitors driving out to the Gorge.

Staff Response: According to county policies and zoning regulations in place, and staff discussions with the Oregon Department of Transportation, and results from the community inventory and analysis, the Rural Community Plan for the Springdale Community will not affect capacity of the existing or planned transportation facilities. Roads in the area are adequate to accommodate existing and future traffic levels. Bell, Northway and Lucas Roads are classified as Rural Local Roads and are addressed in the county policies. The Historic Columbia River Highway is addressed as part of the Historic Columbia River Highway Master Plan administered by ODOT. Any future projects will be reviewed for transportation impacts at the time of development permitting. The Historic Columbia River Highway master plan is administered by (ODOT). Improvements to existing local streets and/or construction of new internal local streets to support specific developments could be required as part of a future subdivision approval process and would be addressed on a site-specific basis. This concern about seasonal traffic on the State Highway has been forwarded to ODOT.

## **Community Boundary**

Comment: What is the potential for expanding the community boundary? Could the Job Corps site be brought into the community boundary?

Staff Response: There are a number of challenges to expansion of the boundary. These include State Unincorporated Community Rule requirements, rural reserve designations, and ownership of the Jobs Corps site. The State Rule identifies that Community boundaries may include land that is designated for farm or forest use pursuant to Goals 3 and 4 if all the following criteria are met:

- (a) The land is contiguous to Goal 3 or 4 exception lands included in the community boundary;
- (b) The land was occupied on the date of this division (October 28, 1994) by one or more of the following uses considered to be part of the community: Church, cemetery, school, park, playground, community center, fire station, museum, golf course, or utility facility;
- (c) Only the portion of the lot or parcel that is occupied by the use(s) in subsection (b) of this section is included within the boundary; and
- (d) The land remains planned and zoned under Goals 3 or 4.

In taking a look at the area, the current community boundary is surrounded by lands designated for farm and forest and is zoned Exclusive Farm Use and Commercial Forest Use-4, as well as the exception zone of Multiple Use Agriculture-20. Difficulty to include the farm and forest areas would come from criterion (b) identified above requiring that lands zoned for farm or forest use may only be included in the Unincorporated Community if it is adjacent to exception lands included in the community boundary and was occupied on October 28, 1994 (the date of the Unincorporated Community Rule) by one or more of the following public uses: church, cemetery, school, park, playground, community center, fire station, museum, golf course, or utility facility.

The land that borders the south and west edges of Springdale is designated as rural reserve. Exceptions to Goals 3 and 4 are not allowed in rural reserve areas under current state rules in OAR Division 27.

### **Springdale Community School Building and use of property and maintaining it as a community use**

Comment: We need to be able to use the Springdale School as a viable meeting space for the community.

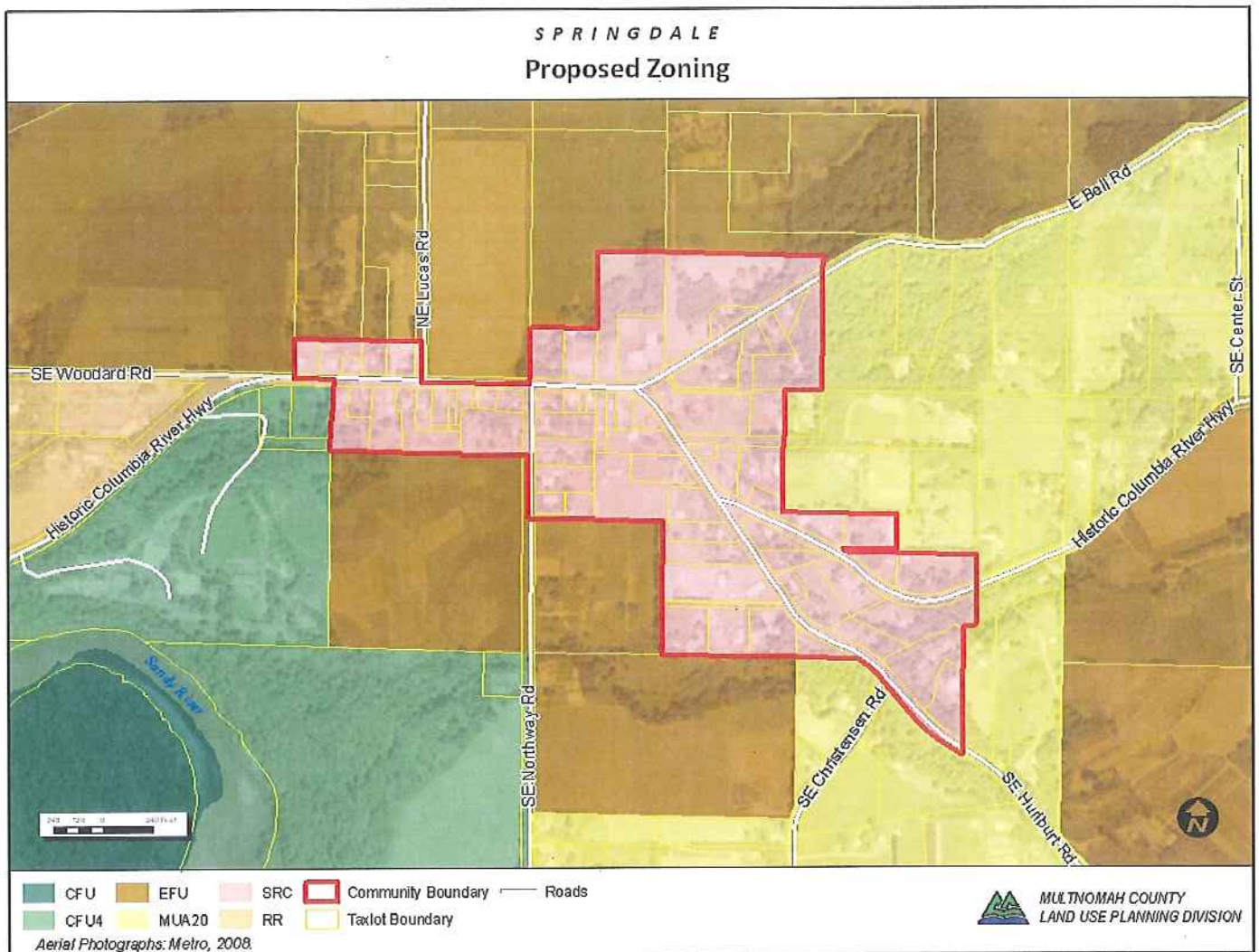
Staff Response: The requested use is currently identified as a conditional use under the current Rural Center zoning designation. As identified above, challenges in developing such uses include the small lot sizes and the lack of urban services such as septic and water. In addition, challenges to developing these uses includes being able to provide adequate off-street parking. The identified uses currently require a conditional use permit, and any such proposals to locate such uses within the Rural Center zone would have to be reviewed on a case-by-case basis.

### **Off-Street Parking**

Comment: There is a lack of off-street parking.

Staff Response: Off-street parking standards are in place in the current Multnomah County Code. Any future developments would be reviewed on a case-by-case basis to ensure that adequate off-street parking is provided under the applicable standards. In addition, staff is considering revisions to the current off-street parking standards in the zoning code as part of this process. This includes consideration for making some changes to the design review off-street parking setback standard, changing the 30 foot front yard setback to a 10 foot setback, and also taking a look at changes to the dustless surface standard for parking lots.





**Previous zoning: Rural Center (RC)**  
**Proposed: Springdale Rural Center Zoning District (SRC) and Community Boundary**







# COME JOIN US!

## **SPRINGDALE RURAL COMMUNITY PLANNING MEETING**

**Location: Corbett High School Cafeteria, Multi-Purpose Building  
35800 Historic Columbia River Highway, Corbett, OR 97019  
Date and Time: April 20, 2010 from 7:00 pm to 8:30 pm**

*Note: From 5:30-7:00 pm, a separate Open House is being held to share general information on the county land use, code compliance, and transportation programs. This event is not a part of the Springdale meeting.*

Multnomah County Land Use Planning is beginning work on a zoning plan for Springdale. You're invited to come and share your views. Our goal is to better understand your Community and to plan for its future under the guidance of Oregon State Planning Goals and Guidelines. Come join us to learn about the process, review data and information about the area, and give us your feedback.

Springdale was recognized as an unincorporated rural community in the Multnomah County Comprehensive Plan and was zoned Rural Center in 1977. State rules recognize that areas of residential and commercial land uses which are more intensive than is allowed on rural land existed outside of urban growth boundaries when the statewide planning goals were adopted in 1973. State Administrative Rules in OAR 660-022-0000 to 660-022-0070 include requirements for counties to implement to help plan for these areas.

### **Why are we going through this process?**

Community plans are required under statewide regulations for unincorporated communities, such as Springdale. The rules generally require that zoning provide for appropriate uses and level of development to ensure that nearby agricultural or forestry uses are not adversely affected, that the capacity and function of transportation facilities is maintained, and that water quality and the carrying capacity of soil and water supplies is maintained. This allows the County to maintain appropriate zoning regulations for its unincorporated areas outside of the regional Urban Growth Boundary (UGB).

### **What is the timeline for the project?**

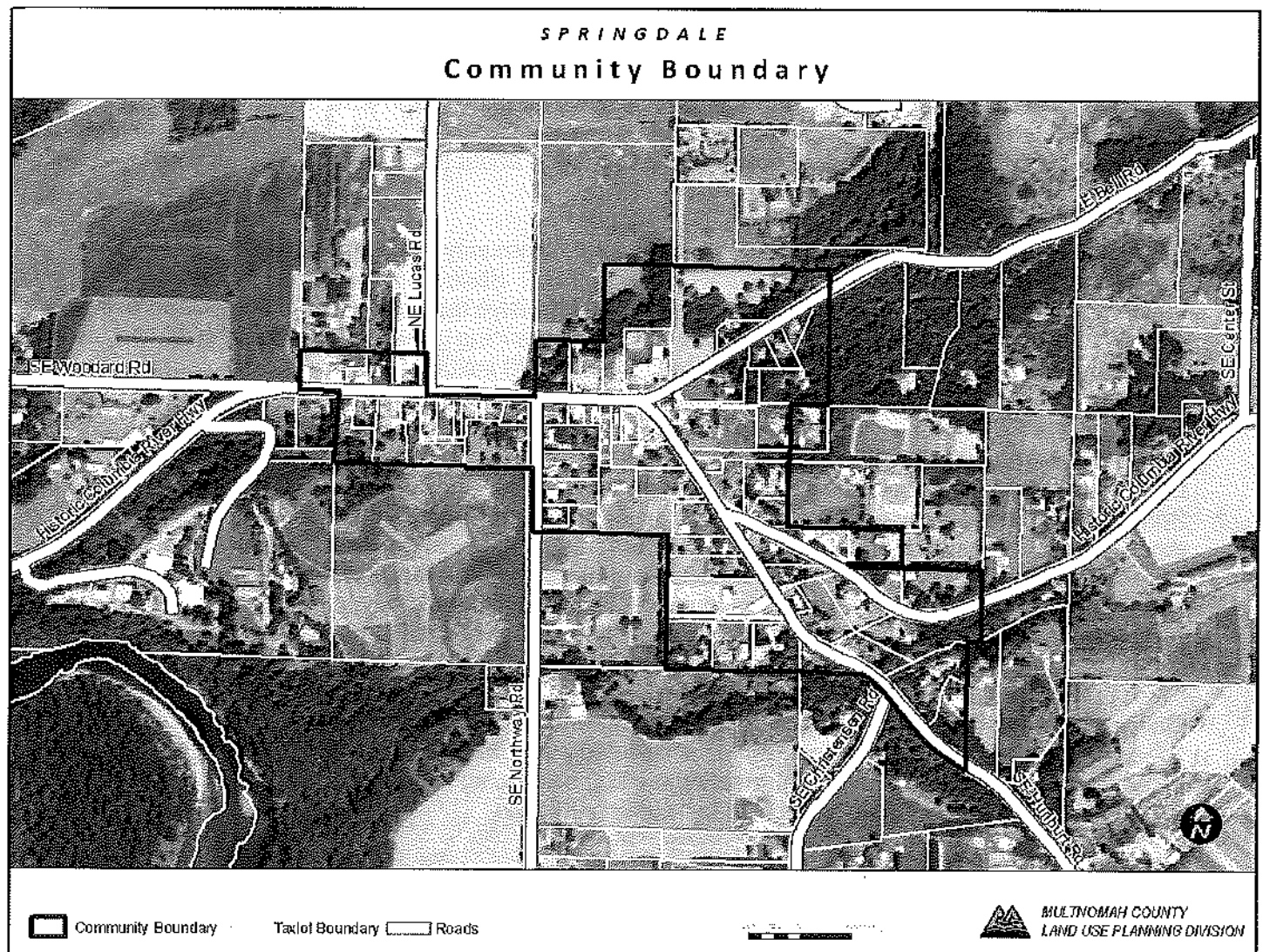
Our goal is to adopt any needed plan and zoning amendments by the end of this calendar year. A series of three community meetings will be scheduled throughout the year starting with the introductory meeting in April. Future meetings will be scheduled in June and September of this year to review drafts and provide feedback on the community plan.

### **How can I participate in the process?**

If you want more information, if you cannot attend, or if you want to sign up for email updates, please see below for more information on how to participate.

Send us comments:

Attention: Springdale Rural Center Project





# COME JOIN US!

## SPRINGDALE RURAL COMMUNITY PLANNING MEETING

### *Review of Preliminary Plans*

**Tuesday, June 22, 2010, 6:00 pm to 7:30 pm**

**Location: Corbett Grade School Cafeteria  
35800 Historic Columbia River Highway, Corbett, OR 97019**

Multnomah County Land Use Planning has been working on putting together land use and zoning plans for the Springdale community. We've looked over the input received during the community meeting held on April 20<sup>th</sup> and from the community surveys, and have combined this with the information gathered by staff for the community inventory. Our goal has been to better understand your community and to plan for its future under the guidance of Oregon State Planning Goals and Guidelines. Come join us in reviewing the preliminary planning documents and give us your feedback. The planning documents will be available on-line at the web address below on or about June 9, 2010. Copies are available by request by contacting us.

#### **Why are we going through this process?**

Springdale was recognized as an unincorporated rural community in the Multnomah County Comprehensive Plan and was zoned Rural Center in 1977. State rules recognize that areas of residential and commercial land uses which are more intensive than is allowed on rural land existed outside of urban growth boundaries when the statewide planning goals were adopted in 1973. State Administrative Rules in OAR 660-022-0000 to 660-022-0070 include requirements for counties to implement to help plan for these areas. The rules generally require that zoning provide for appropriate uses and level of development to ensure that nearby agricultural or forestry uses are not adversely affected, that the capacity and function of transportation facilities is maintained, and that water quality and the carrying capacity of soil and water supplies is maintained. This allows the County to maintain appropriate zoning regulations for its unincorporated areas outside of the regional Urban Growth Boundary (UGB).

#### **What is the timeline for the project?**

Our goal is to adopt plan and zoning amendments by the end of this calendar year. The June 22 meeting is the second in a series of three community meetings planned for this year, and follows the introductory meeting being held this past April. Another meeting will be scheduled in September to review drafts and provide feedback on the community plan, prior to scheduling and conducting public hearings on the plans before the Multnomah County Planning Commission this fall.

#### **How can I participate in the process?**

If you want more information, if you cannot attend, or if you want to sign up for email updates, please see below for more information on how to participate.

#### **Send us comments:**

Attention: Springdale Rural Community Project  
1600 SE 190<sup>th</sup> Ave, Suite 116  
Portland, OR 97202  
Email: [springdaleplan@co.multnomah.or.us](mailto:springdaleplan@co.multnomah.or.us)  
Fax: 503-988-3389

Sign-up for email notices: [springdaleplan@co.multnomah.or.us](mailto:springdaleplan@co.multnomah.or.us)

#### **Where can I get more information?**

Check online for upcoming dates of future community meetings and posted documents and information at [www.multco.us/springdaleplan](http://www.multco.us/springdaleplan)

#### **Who do I contact if I have questions?**

George Plummer  
Phone: 503-988-3043 extension 29152  
Email: [george.a.plummer@co.multnomah.or.us](mailto:george.a.plummer@co.multnomah.or.us)

Joanna Valencia  
Phone: 503-988-3043 extension 29637  
Email: [joanna.valencia@co.multnomah.or.us](mailto:joanna.valencia@co.multnomah.or.us)





# COME JOIN US!

## SPRINGDALE RURAL COMMUNITY PLANNING MEETING

*Review of draft Community Plan, Policies and Zoning*

**Tuesday, September 7<sup>th</sup>, 2010, 6:00 pm to 7:30 pm**

Location: Corbett High School Cafeteria, Multi-Purpose Building  
35800 Historic Columbia River Highway, Corbett, OR 97019

Multnomah County Land Use Planning has been working on putting together land use and zoning plans for the Springdale community after the second community meeting in June. We've considered over the input received during the community meetings held on April 20<sup>th</sup> and June 22<sup>nd</sup>, in addition to the input received from the community surveys. We've taken this information and have combined this with the information gathered by staff for the community inventory.

Our goal has been to better understand your community and to plan for its future under the guidance of Oregon State Planning Goals and Guidelines. Come join us in reviewing the preliminary planning documents and give us your feedback. These documents include the Community Plan, Policies and the Zoning Code. The planning documents will be available on-line at the web address ([www.multco.us/springdaleplan](http://www.multco.us/springdaleplan)) on August 24<sup>th</sup>, 2010. Hard copies are available by request by contacting Joanna at 503-988-3043 extension 29637.

### Why are we going through this process?

Springdale was recognized as an unincorporated rural community in the Multnomah County Comprehensive Plan and was zoned Rural Center in 1977. State rules recognize that areas of residential and commercial land uses which are more intensive than is allowed on rural land existed outside of urban growth boundaries when the statewide planning goals were adopted in 1973. State Administrative Rules in OAR 660-022-0000 to 660-022-0070 include requirements for counties to implement to help plan for these areas. The rules generally require that zoning provide for appropriate uses and level of development to ensure that nearby agricultural or forestry uses are not adversely affected, that the capacity and function of transportation facilities is maintained, and that water quality and the carrying capacity of soil and water supplies is maintained. This allows the County to maintain appropriate zoning regulations for its unincorporated areas outside of the regional Urban Growth Boundary (UGB).

### What is the timeline for the project and next steps for the project?

Our goal is to adopt plan and zoning amendments by the end of this calendar year. The September 7<sup>th</sup> meeting is the third in a series of three community meetings planned for this year, and follows the introductory meeting held this past April and the second meeting held in June. After this meeting, the next step will be scheduling meetings in the fall and conducting public hearings on the plans before the Multnomah County Planning Commission. The first meeting is planned for October 4<sup>th</sup>.

### How can I participate in the process?

If you want more information, if you cannot attend, or if you want to sign up for email updates, please see below for more information on how to participate.

#### Send us comments:

Attention: Springdale Rural Community Project  
1600 SE 190<sup>th</sup> Ave, Suite 116  
Portland, OR 97202  
Email: [springdaleplan@co.multnomah.or.us](mailto:springdaleplan@co.multnomah.or.us)  
Fax: 503-988-3389

Sign-up for email notices: [springdaleplan@co.multnomah.or.us](mailto:springdaleplan@co.multnomah.or.us)

### Where can I get more information?

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[www.multco.us/springdaleplan](http://www.multco.us/springdaleplan)

### Who do I contact if I have questions?

George Plummer  
Phone: 503-988-3043 extension 29152  
Email: [george.a.plummer@co.multnomah.or.us](mailto:george.a.plummer@co.multnomah.or.us)

Joanna Valencia  
Phone: 503-988-3043 extension 29637  
Email: [joanna.valencia@co.multnomah.or.us](mailto:joanna.valencia@co.multnomah.or.us)







# Informational Handout

## **Why are we going through this process?**

The Oregon Statewide Planning Goals and guidelines require planning for all the communities in the state. The Oregon Administrative Rules (OAR's) provide supporting legislation for communities working to implement the applicable Statewide Planning Goals. The OAR that applies specifically to land use planning for Unincorporated Communities is OAR 660-022, also known as the Unincorporated Communities Rule.

The Unincorporated Communities Rule requires that established communities outside of urban growth boundaries be designated and planned as one of the four types of communities described in the Rule. Due to the characteristics of the Springdale Rural Center area, county staff has determined that it should be designated as a Rural Community. Specific provisions for Rural Communities require that counties adopt rural community zoning designations for the uses within the area. The type and extent of specific uses permitted are subject to provisions outlined in the Rule.

The Springdale area is currently zoned as Rural Center, which allows single family residential uses outright and requires a conditional use review to establish some community service uses and commercial uses. State rules for rural communities acknowledge that some concentrated areas of residential and commercial activities have come to exist outside of urban growth boundaries. State guidelines for these areas help counties plan for these areas. The state rule requires that counties identify and designate such areas, plan for permitted and prohibited uses, and anticipate future facility needs. This task aims to accomplish this and identify the appropriate designations for this area.

## **What is the Unincorporated Communities Rule?**

Through the Unincorporated Communities Rule, the State has acknowledged that some communities have developed outside of urban growth boundaries to an extent that they are not entirely rural in nature. State guidelines for these areas have been implemented to help counties plan for these areas and bypass a stringent "exceptions" process (detailed in statewide Goal 2, land use planning) in their planning efforts. The rule requires that counties identify and designate such areas, plan for permitted and prohibited uses, and anticipate current and future facilities needs.

The rule provides, first, for areas to be designated as either Urban Unincorporated Communities or one of three rural types of unincorporated communities. An Urban Unincorporated Community contains over 150 permanent residential dwellings and a mixture of land uses, and is served by a community sewer and water system.

According to the State Rule, Rural Unincorporated Communities may be defined as one of the three following types:

- Resort Communities- established primarily for recreation and resort purposes.
- Rural Communities- consisting primarily of permanent residential dwellings, with at least two other land uses present (such as commercial, industrial or public uses).
- Rural Service Centers- consisting primarily of commercial or industrial uses. They provide goods and services to the surrounding rural area and to persons travelling through the area.

In order to determine the appropriate designation for the Springdale area, county staff conducted a parcel-by-parcel inventory of the area. The inventory included site visits, inspections of aerial photographs and Assessor data, and a land use overview. The current area of the Springdale Rural Center is defined by the extent of the Rural Center zoning district. The findings from this inventory are illustrated in the land use map we have provided.

## **What does this task accomplish?**

This task will determine the type of community Springdale is and guide us in planning for that type of community. Data collection including an inventory of existing uses, services and infrastructure is being conducted. We will be doing community outreach to discover issues, concerns, and the vision of the community of Springdale. The final product of this task includes a community plan and zoning consistent with the findings of the public process-our research, and state requirements.

The goal of this project is to provide for appropriate zoning for the Community of Springdale and to achieve compliance with Division Oregon Administrative Rule Division 22, Unincorporated Communities Rule. The project will be tailored and focused to follow an approach that achieves compliance.

Our goal is to adopt a community type designation, a community plan and zoning amendments for Springdale. A series of three community meetings will be scheduled: an introductory meeting in April and future meetings will be scheduled in June and September of this year to review drafts and provide feedback on the community plan.

## **Next Steps**

- Future community meetings tentatively scheduled for June and September
- Opportunity to review and comment on Preliminary Plan
- Planning Commission in October/November
- Board of Commissioners in December
- Target to adopt by the end of calendar year

## **How can I participate in the process?**

Send us comments:

Attention: Springdale Rural Community Project  
1600 SE 190<sup>th</sup> Ave, Suite 116  
Portland, OR 97233  
Email: [springdaleplan@co.multnomah.or.us](mailto:springdaleplan@co.multnomah.or.us)  
Fax: 503-988-3389

Sign-up for email notices: [springdaleplan@co.multnomah.or.us](mailto:springdaleplan@co.multnomah.or.us)

Survey available online at: [www.multco.us/springdaleplan](http://www.multco.us/springdaleplan)

## **Where can I get more information?**

Check online for upcoming dates of future community meetings and posted documents and information at [www.multco.us/springdaleplan](http://www.multco.us/springdaleplan)

## **Who do I contact if I have questions?**

George Plummer  
Phone: 503-988-3043 extension 29152  
Email: [george.a.plummer@co.multnomah.or.us](mailto:george.a.plummer@co.multnomah.or.us)

Joanna Valencia  
Phone: 503-988-3043 extension 29637  
Email: [joanna.valencia@co.multnomah.or.us](mailto:joanna.valencia@co.multnomah.or.us)



# Springdale

## *Summary and Inventory*

### Introduction

Springdale is approximately 3 miles from the city of Troutdale, and is located along the Historic Columbia River Highway. The community is comprised primarily of residential uses, with some community service uses that include churches, commercial uses, and a fire station.

### History

Springdale was recognized as an unincorporated rural community in the Multnomah County Comprehensive Plan and was zoned Rural Center in 1977. The established Rural Center zoning district applied to approximately 73 acres in the Springdale Community. This zoning district is intended to encourage concentrations of rural residential development, together with limited local and tourist commercial uses, light industrial uses, and public service uses and centers such as churches, fire stations, schools, etc.

### Land Use and Inventory

Table 1 below provides data on the number of parcels and acreage per Land Use designation and three parcel size classifications. A majority of the acreage is in Single Family Use, with a small number in commercial use or vacant land. Springdale is comprised of 81 parcels. There are number of vacant parcels, with the inventory finding that these lots were either in agricultural use, used as a parking area or were back lots of residences.

#### Springdale

Table 1

		Land Use Designation			
Parcel Size Class	Data	Commercial	SFR	Vacant	Grand Total
0 to 1.99 acres	Total Acres	3.8	41.91	3.23	48.94
	Number of Parcels	9	56	11	76
2 to 3.99 acres	Total Acres	2.12	4.52	3.15	9.79
	Number of Parcels	1	2	1	4
4 to 15 acres	Total Acres			5.1	5.1
	Number of Parcels			1	1
Total Acres		5.92	46.43	11.48	63.83 *
Number of Parcels		10	58	13	81

\*Doesn't include acreage in right-of-way

Updated 4/15/10

### Zoning

The current zoning of the parcels located within the Springdale Community Boundary is Rural Center. The Rural Center zoning district permits residences outright, and under a Conditional Use Permit may permit 1) limited rural service commercial uses such as local stores, shops, offices, repair shops and similar uses, 2) tourist commercial uses such as restaurants, taverns, gas stations, motels, guest ranches, and similar uses, 3) light manufacturing uses that employ fewer than 20 people, 4) commercial processing of agricultural or forestry products primarily grown in the vicinity, and 5) community service uses such as schools and churches. All new lots must be at least two acres in size.





## Springdale Community Survey

Please fill out and return to the Multnomah County Land Use and Transportation Program Office by May 7, 2010. Attach additional sheets if needed. The survey is also available online at [www.multco.us/springdaleplan](http://www.multco.us/springdaleplan).

1. What aspects of the Springdale Community do you like? What is important to you?

2. What issues are important to the Springdale Community?

3. What suggestions do you have for improving the Springdale Community?

Your Name:		<b>When completed, please return to:</b> Attention: Springdale Rural Community Project 1600 SE 190 <sup>th</sup> Ave, Suite 116 Portland, OR 97233 Email: <a href="mailto:springdaleplan@co.multnomah.or.us">springdaleplan@co.multnomah.or.us</a> Fax: 503-988-3389 Phone: 503-988-3043 Staff Contacts: George Plummer or Joanna Valencia
Mailing Address:		
Phone Number:		
Email:		

4. Include any additional comments, suggestions or questions you may have:







## Springdale Community Question/Comment Card

Please fill out and return to the Multnomah County Land Use and Transportation Program Office by **July 9, 2010**. Attach additional sheets if needed. The is also available online at [www.multco.us/springdaleplan](http://www.multco.us/springdaleplan).

Question/Comment:

Your Name:		<b>When completed, please return to:</b> Attention: Springdale Rural Community Project 1600 SE 190 <sup>th</sup> Ave, Suite 116 Portland, OR 97233 Email: <a href="mailto:springdaleplan@co.multnomah.or.us">springdaleplan@co.multnomah.or.us</a> Fax: 503-988-3389 Phone: 503-988-3043 Staff Contacts: George Plummer or Joanna Valencia
Mailing Address:		
Phone Number:		
Email:		





## Springdale Planning Meeting

[County Home](#) » [Departments](#) » [Community Services](#) » [Land Use & Transportation](#) » [Land Use Planning](#) » [Codes & Plans](#) » [Springdale Rural Community Planning Meeting](#)

### Springdale Rural Community Planning Meeting

Upcoming Community Meeting to review draft Community Plan, Policies and Zoning

Tuesday, September 7th, 6:00 pm to 7:30 pm

Location: Corbett High School Cafeteria, Multi-Purpose Building  
35800 Historic Columbia River Highway, Corbett, OR 97019

[Flier](#)

Meeting Documents:

[Plan](#) | [Policies](#) | [Zoning](#)

#### Documents:

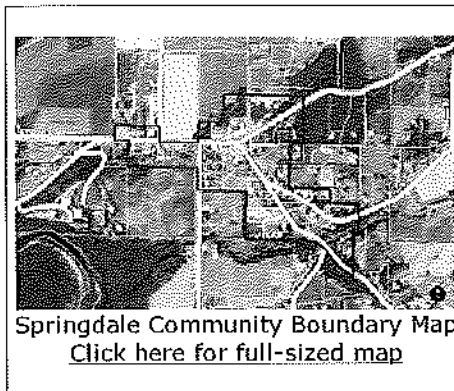
- Handouts: [Summary and Inventory](#) | [Informational Handout](#)
- Maps: [Land Use](#) | [Zoning](#) | [Zoning Overlays](#)
- June 22 Meeting Handouts: [DRAFT Springdale Unincorporated Community Plan](#) | [Memo: Response to community comments raised for Springdale Community](#) | [Springdale Policies Document](#) | [Springdale Zoning Document](#)

Multnomah County Land Use Planning is beginning work on a zoning plan for Springdale. You're invited to share your views. Our goal is to better understand your community and to plan for its future under the guidance of Oregon State Planning Goals and Guidelines. Learn about the process, review data and information about the area, and give us your feedback.

Springdale was recognized as an unincorporated rural community in the Multnomah County Comprehensive Plan and was zoned Rural Center in 1977. State rules recognize that areas of residential and commercial land uses which are more intensive than is allowed on rural land existed outside of urban growth boundaries when the statewide planning goals were adopted in 1973. State Administrative Rules in OAR 660-022-0000 to 660-022-0070 include requirements for counties to implement to help plan for these areas.

#### Why are we going through this process?

Community plans are required under statewide regulations for unincorporated communities, such as Springdale. The rules generally require that zoning provide for appropriate uses and level of development to ensure that nearby agricultural or forestry uses are not adversely affected, that the capacity and function of transportation facilities is maintained, and that water quality and the carrying capacity of soil and water supplies is maintained. This allows the County to maintain appropriate zoning regulations for its unincorporated areas outside of the regional Urban Growth Boundary (UGB).



#### What is the timeline for the project?

Our goal is to adopt any needed plan and zoning amendments by the end of this calendar year. A series of three community meetings will be scheduled throughout the year starting with the introductory meeting that was held on April 20. Future meetings will be scheduled in June and September of this year to review drafts and provide feedback on the community plan.

#### How can I participate in the process?

If you want more information, if you cannot attend, or if you want to sign up for email updates, please see below for more information on how to participate..

Send us comments:

Attention: Springdale Rural Center Project

1600 SE 190th Ave, Suite 116

Portland, OR 97233

Email: [springdaleplan@co.multnomah.or.us](mailto:springdaleplan@co.multnomah.or.us)

Fax: 503-988-3389

Sign-up for email notices: [springdaleplan@co.multnomah.or.us](mailto:springdaleplan@co.multnomah.or.us)

**Attachment D.** Public Outreach Materials  
PC-10-010, Springdale

Who do I contact if I have questions?

George Plummer  
Phone: 503-988-3043 extension 29152  
Email: [george.a.plummer@co.multnomah.or.us](mailto:george.a.plummer@co.multnomah.or.us)

Joanna Valencia  
Phone: 503-988-3043 extension 29637  
Email: [joanna.valencia@co.multnomah.or.us](mailto:joanna.valencia@co.multnomah.or.us)

Portland, OR 97214 | Phone: 503.823.4000 | TDD: 503.823.6868

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## LAND CONSERVATION AND DEVELOPMENT DEPARTMENT

### DIVISION 22

### UNINCORPORATED COMMUNITIES

#### 660-022-0000

##### Purpose

- (1) The purpose of this division is to establish a statewide policy for the planning and zoning of unincorporated communities that recognizes the importance of communities in rural Oregon. It is intended to expedite the planning process for counties by reducing their need to take exceptions to statewide planning goals when planning and zoning unincorporated communities.
- (2) This division interprets Goals 11 and 14 concerning urban and rural development outside urban growth boundaries and applies only to unincorporated communities defined in OAR 660-022-0010.
- (3) This division does not apply to areas approved as destination resorts under the destination resort statute, ORS 197.435 through 197.467.

Stat. Auth.: ORS 197.040 & ORS 197.245

Stats. Implemented: ORS 197.040

Hist.: LCDC 8-1994, f. & cert. cf. 12-5-94

#### 660-022-0010

##### Definitions

For purposes of this division, the definitions contained in ORS 197.015 and the statewide planning goals (OAR Chapter 660, Division 15) apply. In addition, the following definitions apply:

- (1) "Commercial Use" means the use of land primarily for the retail sale of products or services, including offices. It does not include factories, warehouses, freight terminals, or wholesale distribution centers.
- (2) "Community Sewer System" means a sewage disposal system which has service connections to at least 15 permanent dwelling units, including manufactured homes, within the unincorporated community.
- (3) "Community Water System" means a system that distributes potable water through pipes to at least 15 permanent dwelling units, including manufactured homes within the unincorporated community.
- (4) "Industrial Use" means the use of land primarily for the manufacture, processing, storage, or wholesale distribution of products, goods, or materials. It does not include commercial uses.

- (5) "Permanent residential dwellings" includes manufactured homes, but does not include dwellings primarily intended for a caretaker of an industrial use, commercial use, recreational vehicle park or campground.
- (6) "Resort Community" is an unincorporated community that was established primarily for and continues to be used primarily for recreation or resort purposes: and
- (a) Includes residential and commercial uses; and
- (b) Provides for both temporary and permanent residential occupancy, including overnight lodging and accommodations.
- (7) "Rural Community" is an unincorporated community which consists primarily of permanent residential dwellings but also has at least two other land uses that provide commercial, industrial, or public uses (including but not limited to schools, churches, grange halls, post offices) to the community, the surrounding rural area, or to persons traveling through the area.
- (8) "Rural Service Center" is an unincorporated community consisting primarily of commercial or industrial uses providing goods and services to the surrounding rural area or to persons traveling through the area, but which also includes some permanent residential dwellings.
- (9) "Urban Unincorporated Community" is an unincorporated community which has the following characteristics:
- (a) Include at least 150 permanent residential dwellings units;
- (b) Contains a mixture of land uses, including three or more public, commercial or industrial land uses;
- (c) Includes areas served by a community sewer system; and
- (d) Includes areas served by a community water system.
- (10) "Unincorporated Community" means a settlement with all of the following characteristics:
- (a) It is made up primarily of lands subject to an exception to Statewide Planning Goal 3, Goal 4 or both;
- (b) It was either identified in a county's acknowledged comprehensive plan as a "rural community", "service center", "rural center", "resort community", or similar term before this division was adopted (October 28, 1994), or it is listed in the Department of Land Conservation and Development's January 30, 1997 "Survey of Oregon's Unincorporated Communities";
- (c) It lies outside the urban growth boundary of any city;
- (d) It is not incorporated as a city; and
- (e) It met the definition of one of the four types of unincorporated communities in sections (6) through (9) of this rule, and included the uses described in those definitions, prior to the adoption of this division (October 28, 1994).

Stat. Auth.: ORS 197.040 & ORS 197.245

Stats. Implemented: ORS 197.040

Hist.: LCDC 8-1994, f. & cert. ef. 12-5-94; LCDC 1-1997, f. & cert. ef. 2-27-97

#### 660-022-0020

##### Designation of Community Areas

- (1) Except as provided in OAR 660-022-0070, county comprehensive plans shall designate and identify unincorporated communities in accordance with the definitions in OAR 660-022-0010. Counties may amend these designations as circumstances change over time.
- (2) Counties shall establish boundaries of unincorporated communities in order to distinguish lands within the community from exception areas, resource lands and other rural lands. The boundaries of unincorporated communities shall be shown on the county comprehensive plan map at a scale sufficient to determine accurately which properties are included.
- (3) Only land meeting the following criteria may be included within an unincorporated community boundary:
- (a) Land which has been acknowledged as a Goal 3 or 4 exception area and historically considered to be part of the community



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provided the land only includes existing, contiguous concentrations of:

- (A) Commercial, industrial, or public uses; and/or
- (B) Dwelling units and associated residential lots at a greater density than exception lands outside rural communities.
- (b) Land planned and zoned for farm or forest use provided such land meets the criteria in section (4) of this rule.
- (4) Community boundaries may include land that is designated for farm or forest use pursuant to Goals 3 and 4 if all the following criteria is met:
  - (a) The land is contiguous to Goal 3 or 4 exception lands included in the community boundary;
  - (b) The land was occupied on the date of this division (October 28, 1994) by one or more of the following uses considered to be part of the community: Church, cemetery, school, park, playground, community center, fire station, museum, golf course, or utility facility;
  - (c) Only the portion of the lot or parcel that is occupied by the use(s) in subsection (b) of this section is included within the boundary; and
  - (d) The land remains planned and zoned under Goals 3 or 4.
- (5) Site specific unincorporated community boundaries that are shown on an acknowledged plan map on October 28, 1994, are deemed to comply with subsections (2) and (3) of this rule unless the boundary includes land designated for farm or forest use that does not meet the criteria in section (4) of this rule.
- (6) Communities which meet the definitions in both OAR 660-022-0010(6) and (9) shall be classified and planned as either resort communities or urban unincorporated communities.

Stat. Auth.: ORS 197.040 & ORS 197.245

Stats. Implemented: ORS 197.040

Hist.: LCDC 8-1994, f. & cert. ef. 12-5-94; LCDC 1-1997, f. & cert. ef. 2-27-97

**660-022-0030**

**Planning and Zoning of Unincorporated Communities**

- (1) For rural communities, resort communities and urban unincorporated communities, counties shall adopt individual plan and zone designations reflecting the projected use for each property (e.g., residential, commercial, industrial, public) for all land in each community. Changes in plan or zone designation shall follow the requirements to the applicable post-acknowledgment provisions of ORS 197.610 through 197.625.
- (2) County plans and land use regulations may authorize any residential use and density in unincorporated communities, subject to the requirements of this division.
- (3) County plans and land use regulations may authorize only the following new or expanded industrial uses in unincorporated communities:
  - (a) Uses authorized under Goals 3 and 4;
  - (b) Expansion of a use existing on the date of this rule;
  - (c) Small-scale, low impact uses;
  - (d) Uses that require proximity to rural resource, as defined in OAR 660-004-0022(3)(a);
  - (e) New uses that will not exceed the capacity of water and sewer service available to the site on the effective date of this rule, or, if such services are not available to the site, the capacity of the site itself to provide water and absorb sewage;
  - (f) New uses more intensive than those allowed under subsection (a) through (e) of this section, provided an analysis set forth in the comprehensive plan demonstrates, and land use regulations ensure:

- (A) That such uses are necessary to provide employment that does not exceed the total projected work force within the community and the surrounding rural area;
- (B) That such uses would not rely upon a work force employed by uses within urban growth boundaries; and
- (C) That the determination of the work force of the community and surrounding rural area considers the total industrial and commercial employment in the community and is coordinated with employment projections for nearby urban growth boundaries.;
- (g) Industrial uses, including accessory uses subordinate to industrial development, as provided under either paragraph (A) or (B) of this subsection:
- (A) Industrial developments sited on an abandoned or diminished industrial mill site, as defined in ORS 197.719 that was engaged in the processing or manufacturing of wood products, provided the uses will be located only on the portion of the mill site that is zoned for industrial uses; or
- (B) Industrial development, and accessory uses subordinate to the industrial development, in buildings of any size and type, in an area planned and zoned for industrial use on January 1, 2004, subject to the territorial limits and other requirements of ORS 197.713 and 197.714.
- (4) County plans and land use regulations may authorize only the following new commercial uses in unincorporated communities:
- (a) Uses authorized under Goals 3 and 4;
- (b) Small-scale, low impact uses;
- (c) Uses intended to serve the community and surrounding rural area or the travel needs of people passing through the area.
- (5) County plans and land use regulations may authorize hotels and motels in unincorporated communities only if served by a community sewer system and only as provided in subsections (a) through (c) of this section:
- (a) Any number of new motel and hotel units may be allowed in resort communities;
- (b) New motels and hotels up to 35 units may be allowed in an urban unincorporated community, rural service center, or rural community if the unincorporated community is at least 10 miles from the urban growth boundary of any city adjacent to Interstate Highway 5, regardless of its proximity to any other UGB;
- (c) New motels and hotels up to 100 units may be allowed in any urban unincorporated community that is at least 10 mile from any urban growth boundary.
- (6) County plans and land use regulations shall ensure that new or expanded uses authorized within unincorporated communities do not adversely affect agricultural or forestry uses.
- (7) County plans and land use regulations shall allow only those uses which are consistent with the identified function, capacity and level of service of transportation facilities serving the community, pursuant to OAR 660-012-0060(1)(a) through (c).
- (8) Zoning applied to lands within unincorporated communities shall ensure that the cumulative development:
- (A) Will not result in public health hazards or adverse environmental impacts that violate state or federal water quality regulations; and
- (B) Will not exceed the carrying capacity of the soil or of existing water supply resources and sewer services.
- (9) County plans and land use regulations for lands within unincorporated communities shall be consistent with acknowledged metropolitan regional goals and objectives, applicable regional functional plans and regional framework plan components of metropolitan service districts.
- (10) For purposes of subsection (b) of section (4) of this rule, a small-scale, low impact commercial use is one which takes place in an urban unincorporated community in a building or building not exceeding 8,000 square feet of floor space, or in any other type of unincorporated community in a building or buildings not exceeding 4,000 square feet of floor space.
- (11) For purposes of subsection (c) of section (3) of this rule, a small-scale, low impact industrial use is one which takes place in an urban unincorporated community in a building or buildings not exceeding 60,000 square feet of floor space, or in any other type of unincorporated community in a building or buildings not exceeding 40,000 square feet of floor space.

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Stat. Auth.: ORS 197.040 & 197.245

Stats. Implemented: ORS 197.040

Hist.: LCDC 8-1994, f. & cert. ef. 12-5-94; LCDD 2-2003(Temp) f. & cert. ef. 3-28-03 thru 9-23-03; LCDD 3-2003, f. 9-23-03, cert. ef. 9-24-03; LCDD 4-2003, f. & cert. ef. 9-26-03; LCDD 8-2005, f. & cert. ef. 12-13-05

**660-022-0040**

**Urban Unincorporated Communities**

(1) Counties with qualifying communities shall adopt plans and land use regulations for urban unincorporated communities (UUC's). All statewide planning goals applicable to cities shall also apply to UUC's, except for those goals provisions relating to urban growth boundaries and related requirements regarding the accommodation of long-term need for housing and employment growth.

(2) Counties may expand the boundaries of those UUC's with the following characteristics in order to include developable land to meet a demonstrated long-term need for housing and employment:

(a) The UUC is at least 20 road miles from an urban growth boundary with a population over 25,000; and

(b) The UUC is at least 10 road miles from an urban growth boundary with a population of 25,000 or less.

(3) To expand the boundary of a UUC, a county shall demonstrate a long-term need for housing and employment in the community. The county shall base its demonstration upon population growth estimates from a reputable forecast service (such as Portland State University). The county shall coordinate its estimates with those for other cities and communities in the county. The county shall consider:

(a) Plans to extend facilities and services to existing community land; and

(b) The infill potential of existing land in the community.

(4) If a county determines that it must expand the boundary of a UUC to accommodate a long-term need for housing and employment, it shall follow the criteria for amendment of an urban growth boundary in statewide planning Goal 14 and shall select land using the following priorities:

(a) First priority goes to that developable land nearest to the UUC which is identified in an acknowledged comprehensive plan as exception area or nonresource land;

(b) If land described in subsection (a) of this section is not adequate to accommodate the need demonstrated pursuant to section (3) of this rule, second priority goes to land designated in a comprehensive plan for agriculture or forestry, or both. Higher priority shall be given to land of lower capability as measured by the capability classification system or by cubic foot site class, whichever is appropriate for the current use, with designated marginal land considered the lowest capability (highest priority for selection);

(c) Land described in subsection (4)(b) of this section may be included if land of higher priority is inadequate to accommodate the need projected according to section (3) of this rule for any one of the following reasons:

(A) Specific types of identified land needs cannot be reasonably accommodated on higher priority land; or

(B) Public facilities and services cannot reasonably be provided to the higher priority area due to topographic or other physical constraints; or

(C) Maximum efficiency of land use within the UUC requires inclusion of lower priority land in order to provide public facilities and services to higher priority land.

(5) Counties shall apply plans and land use regulations to ensure that land added to a UUC:

(a) Is used only to satisfy needs identified pursuant to section (3) of this rule; and

(b) Is provided with sewer and water services at the time of development; and

(c) Is planned and zoned according to the requirements of this division; and

(d) If designated for residential use, meets the requirements of statewide planning Goal 10 and ORS 197.314; and

- (6) Counties shall not rely upon the use of land included within a UUC as the basis for determining that nearby land designated in compliance with goals relating to agriculture or forestry is committed to nonresource use as defined in OAR 660-004-0005(3).
- (7) Counties shall include findings of fact and conclusions of law demonstrating compliance with the provisions of this rule in their comprehensive plans.
- (8) For purposes of this rule, "developable land" shall have the meaning given that term in OAR 660-021-0010(5).
- (9) For purposes of this rule, "long-term need" means needs for the UUC anticipated for the next 10 years.

Stat. Auth.: ORS 197.040 & 197.245

Stats. Implemented: ORS 197.040

Hist.: LCDC 8-1994, f. & cert. ef. 12-5-94; LCDD 4-2006, f. & cert. ef. 5-15-06

#### **660-022-0050**

##### **Community Public Facility Plans**

- (1) In coordination with special districts, counties shall adopt public facility plans meeting the requirements of OAR 660, division 11, and include them in the comprehensive plan for unincorporated communities over 2,500 in population. A community public facility plan addressing sewer and water is required if the unincorporated community is designated as an urban unincorporated community under OAR 660-022-0010 and 660-022-0020. For all communities, a sewer and water community public facility plan is required if:
- (a) Existing sewer or water facilities are insufficient for current needs, or are projected to become insufficient due to physical conditions, financial circumstances or changing state or federal standards; or
  - (b) The plan for the unincorporated community provides for an amount, type or density of additional growth or infill that cannot be adequately served with individual water or sanitary systems or by existing community facilities and services; or
  - (c) The community relies on groundwater and is within a groundwater limited or groundwater critical area as identified by the Oregon Department of Water Resources; or
  - (d) Land in the community has been declared a health hazard or has a history of failing septic systems or wells.
- (2) A community public facility plan shall include inventories, projected needs, policies and regulations for the water and sewerage facilities which are existing or needed to serve the unincorporated community, including:
- (a) An inventory of the condition and capacity of existing public facilities and services;
  - (b) An assessment of the level of facilities and services needed to adequately serve the planned buildout within the community area boundary; and
  - (c) Coordination agreements consistent with ORS chapter 195.
- (3) If existing community facilities and services are not currently adequate to serve the development allowed in the plan and zoning ordinance, the community public facility plan shall contain either:
- (a) Development restrictions to ensure development will not exceed the capacity of the land to absorb waste and provide potable water and will not exceed the capacity of public facilities; or
  - (b) A list of new facilities, and improvements for existing public facilities, necessary to adequately serve the planned buildout in the unincorporated community, including the projected costs of these improvements and an identification of the provider or providers of these improvements; and
  - (c) A discussion of the provider's funding mechanisms and the ability of these and possibly new mechanisms to fund the development of each community public facility project; and
  - (d) A requirement that development not occur until the necessary public facilities are available for that development.

Stat. Auth.: ORS 197.040 & 197.245

Stats. Implemented: ORS 197.040

Hist.: LCDC 8-1994, f. & cert. ef. 12-5-94; LCDD 4-2006, f. & cert. ef. 5-15-06

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#### **660-022-0060**

##### **Coordination and Citizen Involvement**

- (1) Counties shall ensure that residents of unincorporated communities have adequate opportunities to participate in all phases of the planning process. Counties shall provide such opportunities in accordance with their acknowledged citizen involvement programs.
- (2) When a county proposes to designate an unincorporated community or to amend plan provisions or land use regulations that apply to such a community, the county shall specify the following:
- (a) How residents of the community and surrounding area will be informed about the proposal;
  - (b) How far in advance of the final decision residents of the community and the surrounding area will be informed about the proposal;
  - (c) Which citizen advisory committees will be notified of the proposal.
- (3) The information on these three points shall be included in the appropriate plan amendment proposals or periodic review work task.
- (4) When a county proposes to designate an urban unincorporated community, the county shall adopt a citizen involvement program for that community in accordance with the provisions of Goal 1, Citizen Involvement.
- (5) Proposals to designate, plan, or zone unincorporated communities shall be coordinated with all special districts, metropolitan service districts, and cities likely to be affected by such actions. For any unincorporated community, such coordination shall include a minimum of 45-day mailed notice to all cities and special districts (including metropolitan service districts) located within the distance described in OAR 660-022-0040(2).

Stat. Auth.: ORS 197.040 & ORS 197.245  
Stats. Implemented: ORS 197.040  
Hist.: LCDC 8-1994, f. & cert. ef. 12-5-94

#### **660-022-0070**

##### **Applicability**

For each unincorporated community in the county, by January 1, 1998, or a date specified in a periodic review work program, all counties shall:

- (1) Plan for unincorporated communities under the requirements of this division; or
- (2) Demonstrate that all uses authorized by acknowledged comprehensive plans and land use regulations for unincorporated communities are rural, in compliance with statewide planning Goals 11 and 14; or
- (3) Amend acknowledged comprehensive plans and land use regulations to limit uses to those which are rural in compliance with statewide planning Goals 11 and 14; or
- (4) Adopt exceptions to statewide planning Goal 14, and Goal 11 if necessary, to allow urban uses on rural land.

Stat. Auth.: ORS 197.040 & ORS 197.245  
Stats. Implemented: ORS 197.040  
Hist.: LCDC 8-1994, f. & cert. ef. 12-5-94

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DIVISION OF TRANSPORTATION & LAND USE PLANNING

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# **EAST OF SANDY RIVER RURAL AREA PLAN**

## **FINAL**

**Adopted July 10, 1997**





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## INTRODUCTION

This document contains the Rural Area Plan for the East of Sandy River Rural Area. It is part of the overall Multnomah County Comprehensive Framework Plan, and when adopted by the Board of County Commissioners, will constitute an official element of the plan.

This plan is a guide to decision making with regard to land use, capital improvements, and physical development (or lack thereof) of the community. It will be used by the County, other governmental agencies, developers and residents of the area.

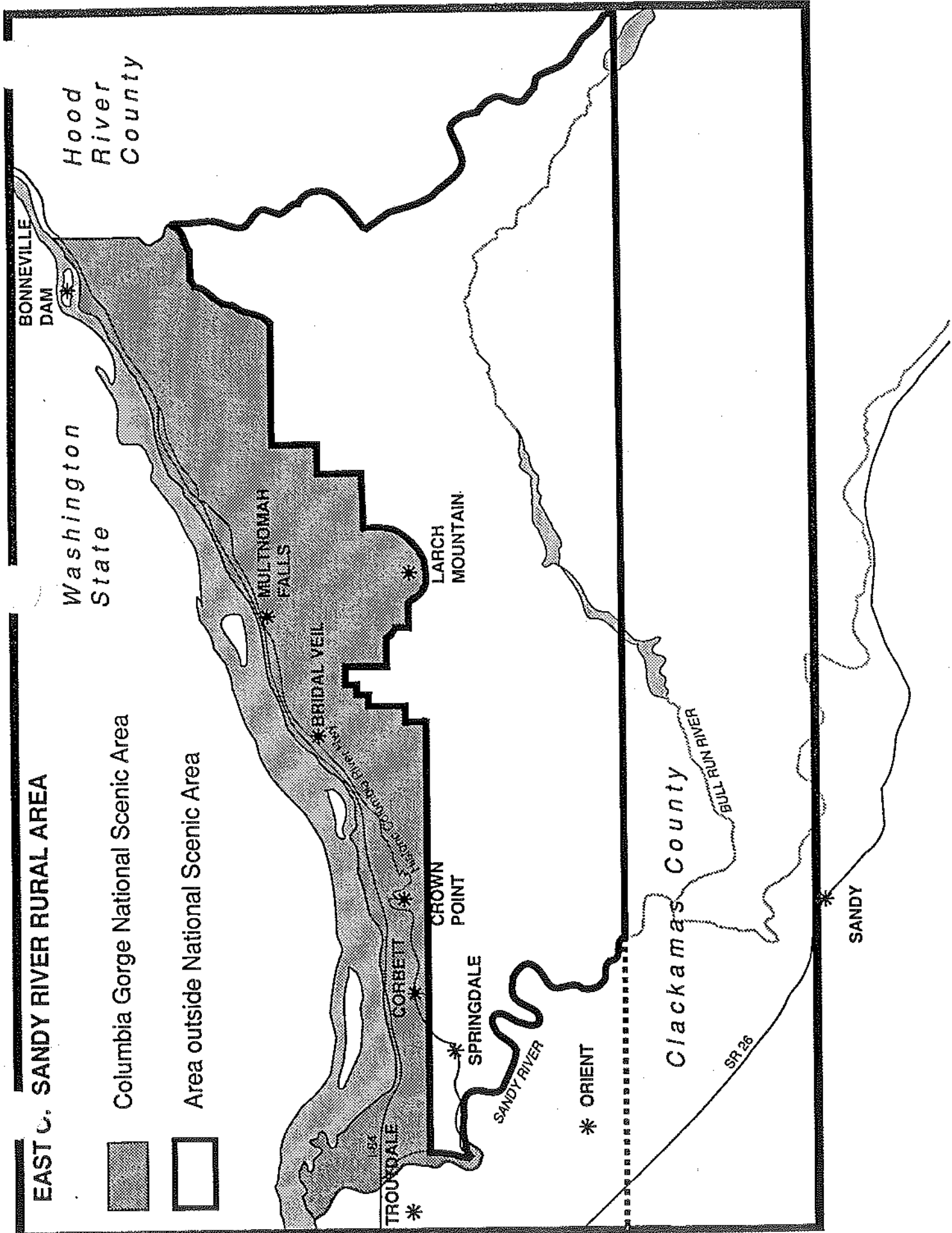
This plan represents a commitment on the part of Multnomah County to see that the plan elements are carried out and implemented to the best of the County's financial and enforcement capabilities. It also represents a commitment on the part of the East of Sandy River Rural Area community to support the accomplishment of the identified policies contained within this plan.

The elements of this plan reflect future trends and policies for the East of Sandy River Rural Area during the next 15 to 20 years. The plan can be changed only if it goes through the process of an official plan amendment.

The Rural Area Planning Program was initiated in 1993 by Multnomah County. With the annexation of urban unincorporated communities and the increasing land use issues faced in the rural areas of Multnomah County, the Board of Commissioners directed the creation of five rural area plans in order to address land use issues faced by these areas. The first rural area plan to be completed was the West Hills Rural Area Plan.

This plan is the second of the rural area plans to be completed. Work began on the Plan in March, 1995 with the initiation of a scoping process. This process included interviews with other governmental agencies, solicitation of written comment, and a public forum held at the Corbett Middle School in order to gain input on major issues facing the community. A Scoping Report summarizing this material was presented to the Multnomah County Planning Commission and Board of Commissioners in July, 1995

After adoption of the Scoping Report, which identified major issues to be addressed in the plan, the Multnomah County Chair appointed the East of Sandy River Rural Area Plan Citizen's Advisory Committee, consisting of thirteen members plus one Planning Commission ex-officio member, to work with Planning Division staff on preparation of this document. The Committee held monthly meetings between October 1995 and June 1996 to review all elements included within this document. The Committee's role was to review and comment upon materials prepared by Planning Division staff, make policy recommendations to the Multnomah County Planning Commission and Board of Commissioners, and provide a forum for additional public involvement in the preparation of the East of Sandy River Rural Area Plan. In June, 1996 Multnomah County hosted a



EAST C. SANDY RIVER RURAL AREA

- Columbia Gorge National Scenic Area
- Area outside National Scenic Area

Washington State  
Hood River County

Clackamas County

\* ORIENT

SANDY

BULL RUN RIVER

SANDY RIVER

LARCH MOUNTAIN

MULTNOMAH FALLS

BRIDAL VEIL

CROWN POINT

CORBETT

SPRINGDALE

TROUNDALE

BONNEVILLE DAM

SR 26

public forum in order to present recommendations which came from the Citizen's Advisory Committee meetings.

This meeting attracted almost 300 participants and indicated a strong level of disagreement and animosity over planning issues among individuals and groups within the community. As a result, Commissioner Sharron Kelley hosted three meetings at the Corbett Grange Hall in November and December of 1995 in order to further discuss and provide input regarding contentious land use, environmental, and other issues. The Planning Division prepared a written summary of the results of these meetings, which were conducted as a series of small group discussions. The Citizens' Advisory Committee held one additional meeting in January, 1996, and modified some of its recommendations based upon input from the Grange Hall meetings.

Planners and citizens faced a complication in preparing this plan because of the existence of the Columbia Gorge National Scenic Area (NSA). The NSA boundary essentially splits a distinct community, generally known as "Corbett," which consists of all residents of the area between the Sandy River and approximately Latourell Falls. However, the Columbia Gorge National Scenic Area Management Plan governs planning issues within the NSA boundaries, while Oregon State Land Use laws govern the remainder of the area. The focus of this plan is on the area which is not within the NSA, but the plan's discussion of certain issues such as transportation and public facilities invariably includes discussion of issues within the NSA. However, any revision to the NSA Management Plan, particularly relating to land use matters, should await the Columbia Gorge Commission's next update of the Management Plan.

This document is organized by subject, with relevant policies and strategies grouped with a discussion of the subject. Almost every policy is followed by a strategy which indicates how Multnomah County will implement the relevant policy. Maps are also interspersed throughout the document, and are noted in the Table of Contents.

**EAST OF SANDY RIVER RURAL AREA PLAN**  
**Citizens' Advisory Committee**  
**PREAMBLE/VISION STATEMENT**

**for**  
**Rural Multnomah County, East of the Sandy River**

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 practices
- 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.

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.

## LAND USE

### **OVERALL CONDITIONS**

The East of Sandy River Rural Area is generally characterized by natural and commercial timber forests over the vast majority of its area, much of which is within the Mt. Hood National Forest. The western-most portion of this Rural Area contains the vast majority of the non-forest uses, mainly consisting of agricultural, rural residential, and rural service development. The current Portland Metropolitan Urban Growth Boundary is entirely west of the Sandy River except for a small portion of the city of Troutdale. METRO, the administrator of the Portland Metropolitan Urban Growth Boundary, is currently adopting a "2040 Plan," intended to guide the future of the Portland Metropolitan Area until the year 2040. METRO is not proposing to consider extensions of the urban growth boundary to areas east of the Sandy River. The intent of the land use element of this plan is to reinforce the rural nature of the East of Sandy River Rural Area, by emphasizing forestry, agriculture, and limited rural residential and rural service uses. Maintenance of this area as rural will implement the Vision Statement contained in the preamble to this plan, and will also protect the adjacent Columbia Gorge National Scenic Area from encroachment of incompatible urban uses. (Note, this does not make this area a "buffer area" for the Columbia Gorge National Scenic Area. The intent is to reinforce the unique natural and rural aspects of this plan area, which will have the additional benefit of providing some protection to the adjacent National Scenic Area).

The following table summarizes the different land use/zoning districts in the East of Sandy River Rural Area, their size, and the number of existing dwellings within each district:

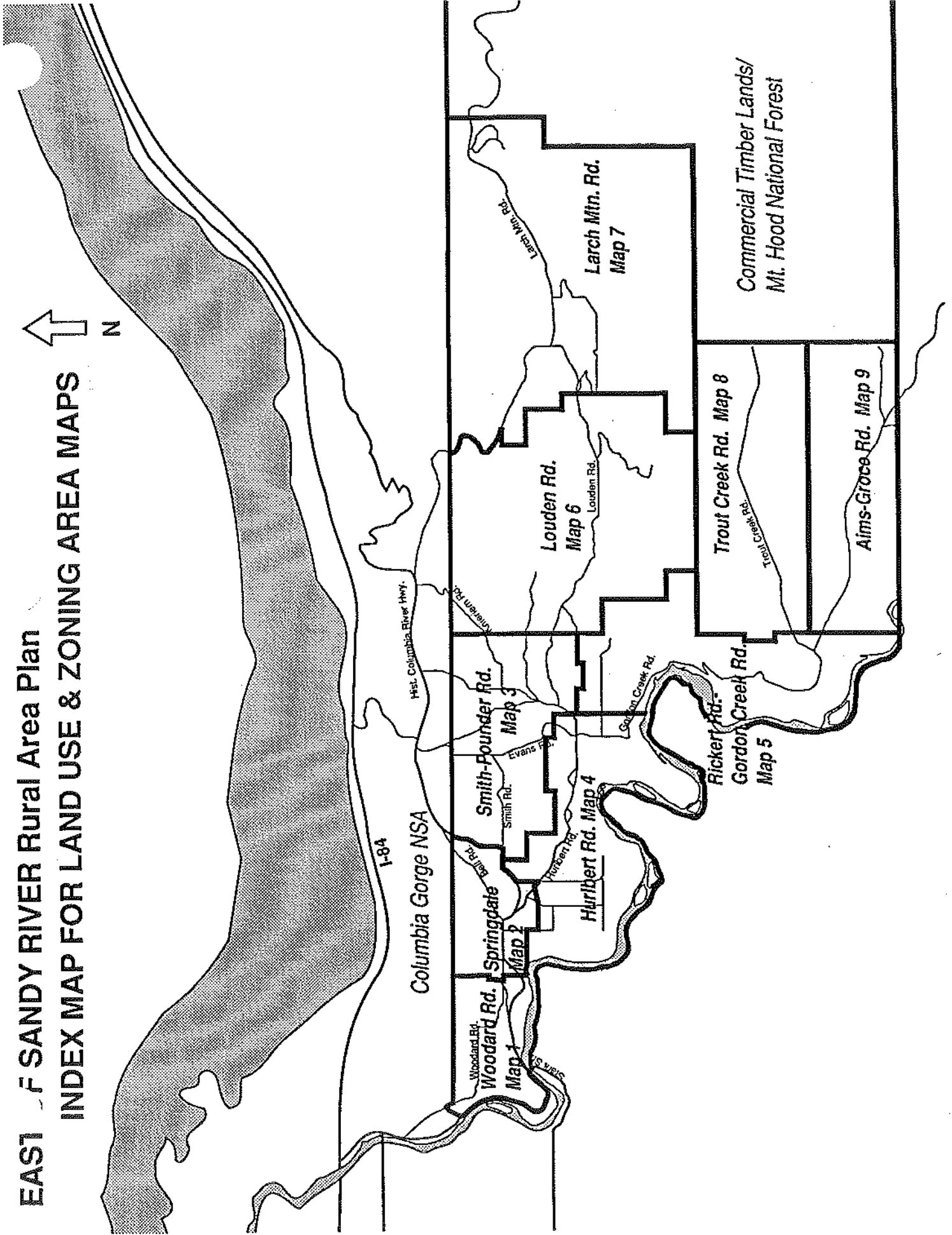
<b>ZONING DISTRICT</b>	<b>ACREAGE</b>	<b>DWELLING UNITS</b>
Commercial Forest Use (Mt. Hood National Forest)	53,920	0
Commercial Forest Use (Private Lands)	21,871	269
Exclusive Farm Use	2,017	113
Multiple Use Agriculture	626	158
Rural Residential	724	136
Rural Center	73	55
<b>TOTAL</b>	<b>79,231</b>	<b>731</b>

It should be noted that an additional 480 dwelling units lie within the Columbia Gorge National Scenic Area between the Sandy River and the east end of Latourell Falls. Thus the community often known as "Corbett," which includes both areas inside and outside of the Columbia Gorge National Scenic Area, contains 1,211 dwelling units.

This section of the plan is organized by subject matter, with policies following each subject discussion.

# EAST OF SANDY RIVER Rural Area Plan

## INDEX MAP FOR LAND USE & ZONING AREA MAPS

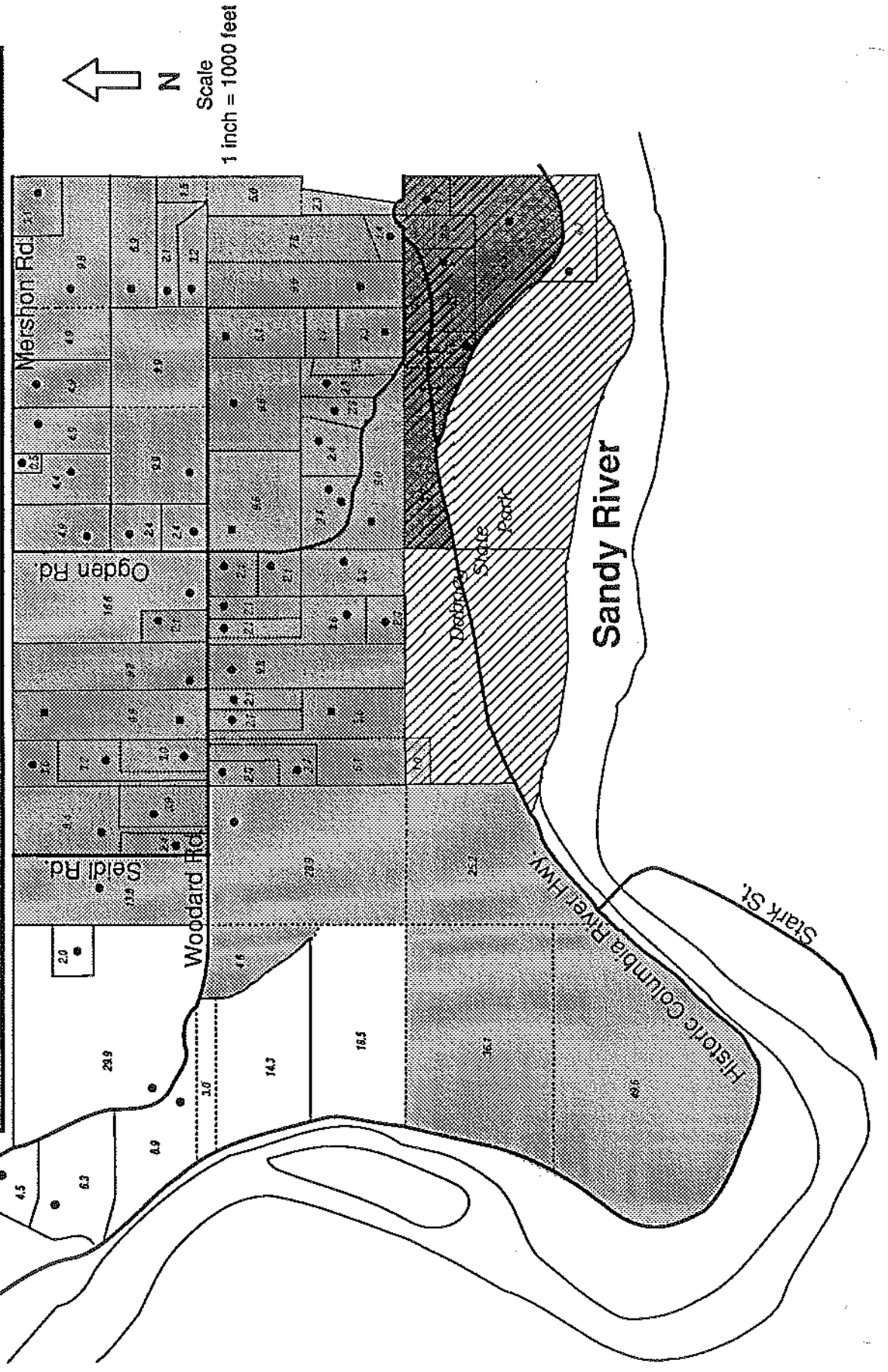
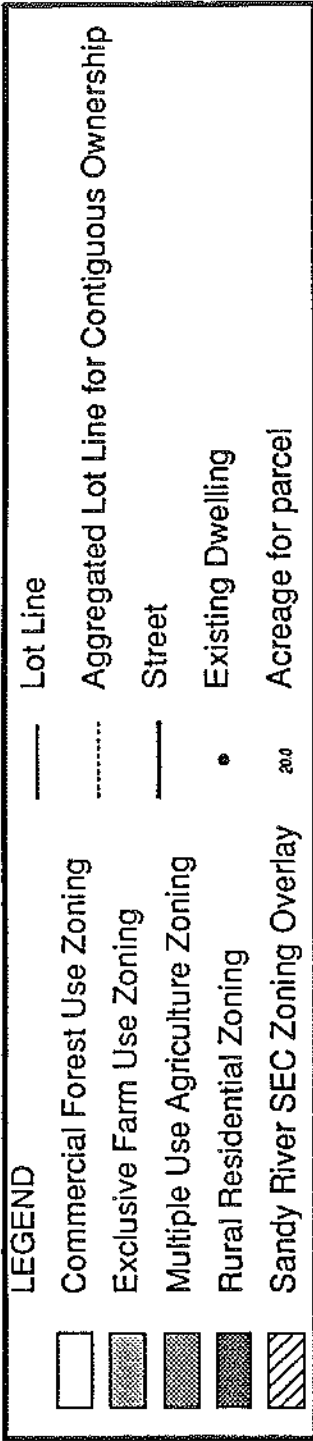
















EAST OF SANDY RIVER  
RURAL AREA PLAN  
EXISTING PLAN / ZONING

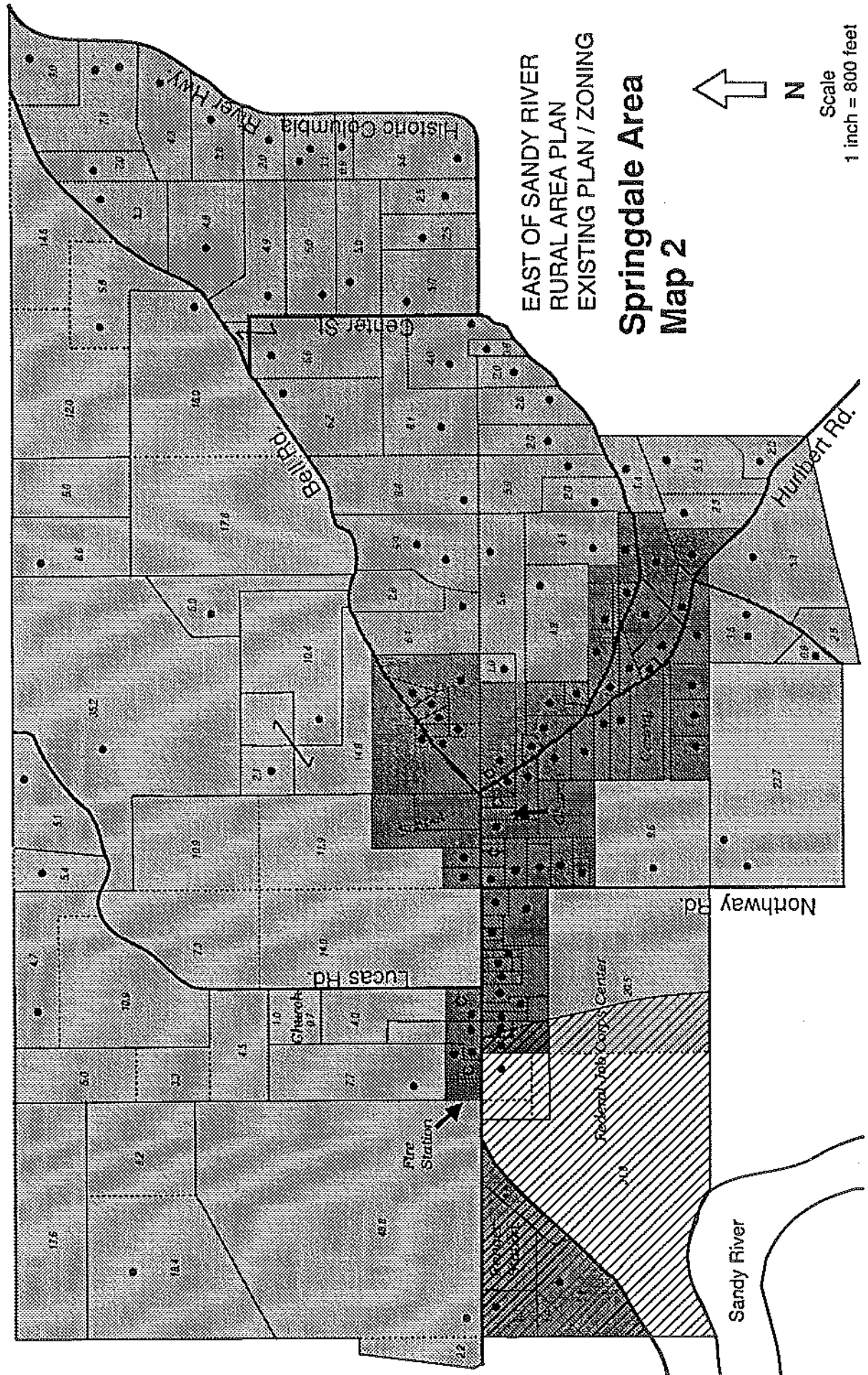
**Woodard Road  
Area**

**Map 1**



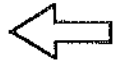
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- |   |                                 |   |                          |   |  |
|---|---------------------------------|---|--------------------------|---|--|
|  | Commercial Forest Use Zoning    |  | Rural Residential Zoning |  | Lot Line                                     |
|  | Exclusive Farm Use Zoning       |  | Rural Center Zoning      |  | Aggregated Lot Line for Contiguous Ownership |
|  | Multiple Use Agriculture Zoning |  | Existing Dwelling        |  | Street                                       |
|  | Sandy River SEC Zoning Overlay  |  | Acreage for parcel       |  | Commercial Use                               |



EAST OF SANDY RIVER  
RURAL AREA PLAN  
EXISTING PLAN / ZONING

## Springdale Area Map 2



N

Scale

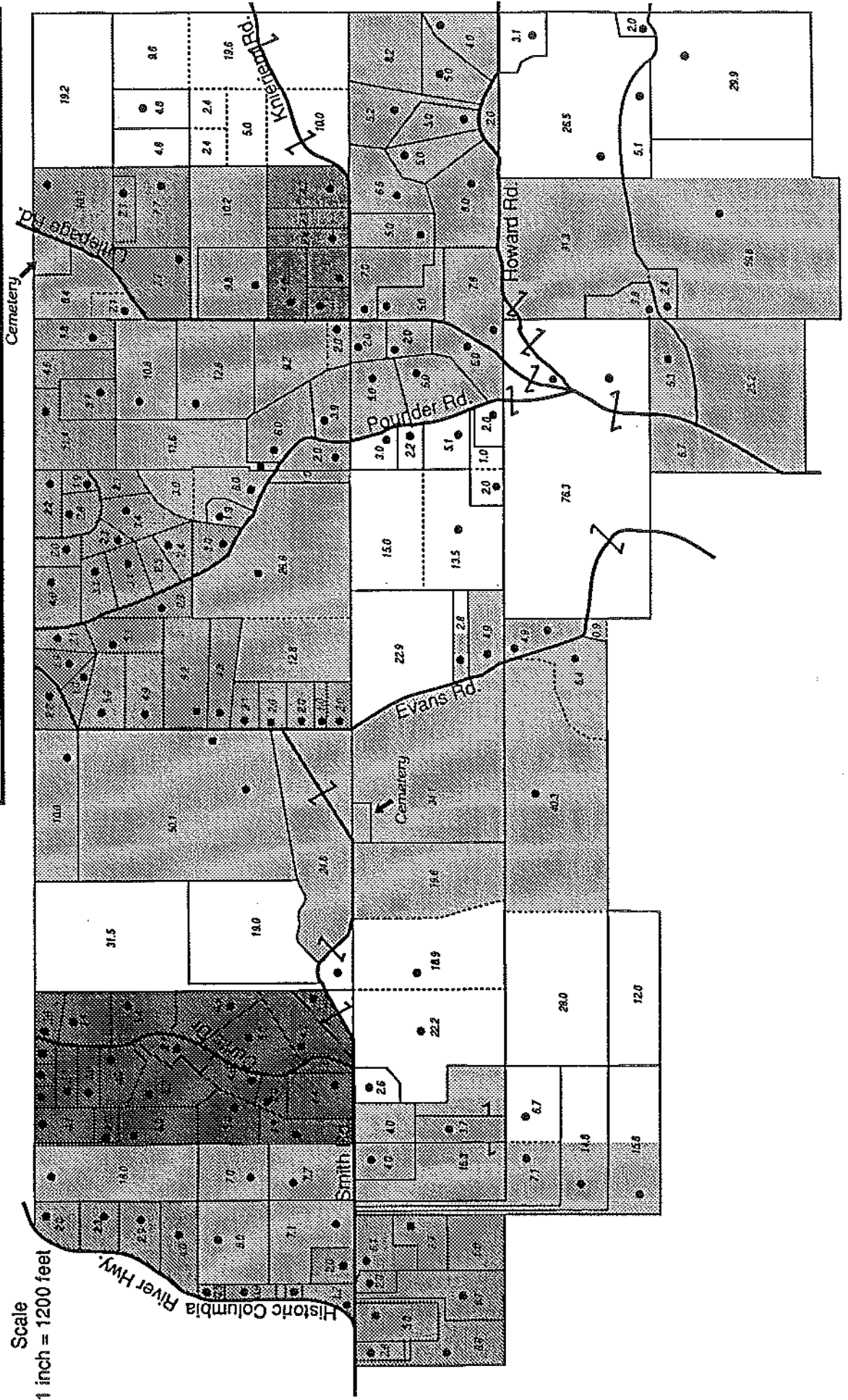
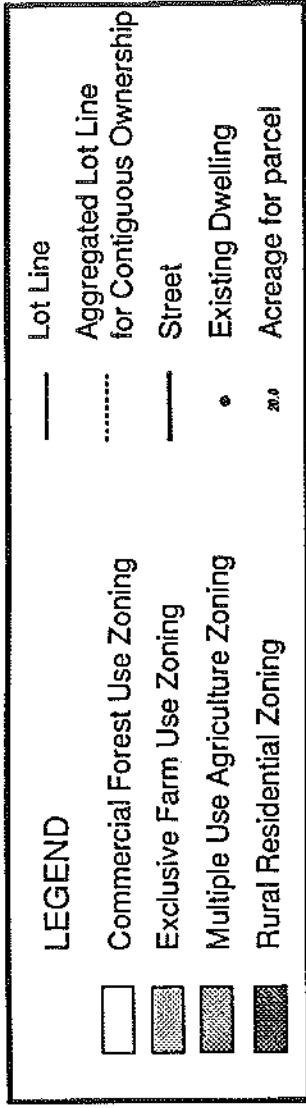
1 inch = 800 feet

# EAST OF SANDY RIVER RURAL AREA PLAN EXISTING PLAN / ZONING

## Smith-Pounder Rd. Area MAP 3

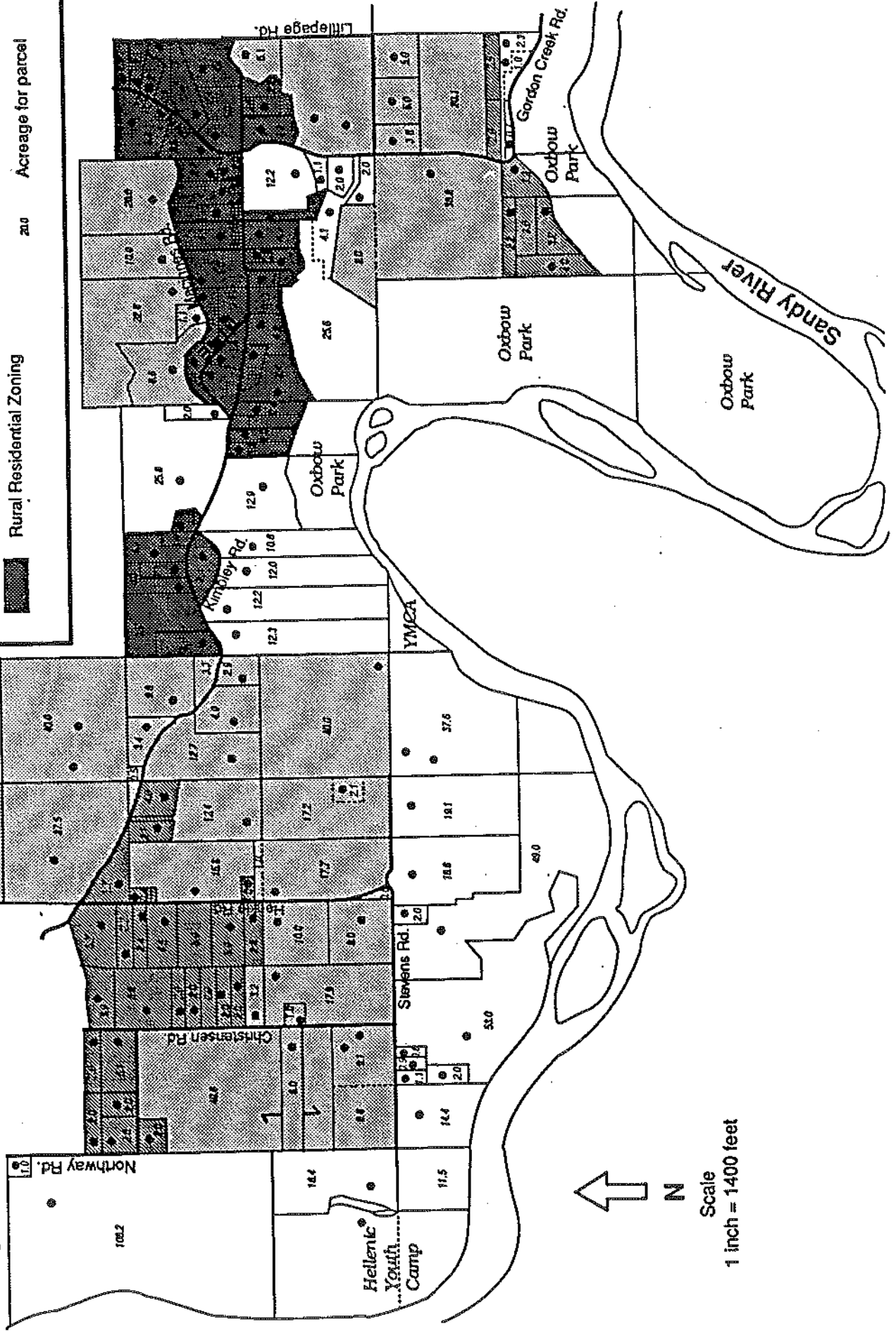
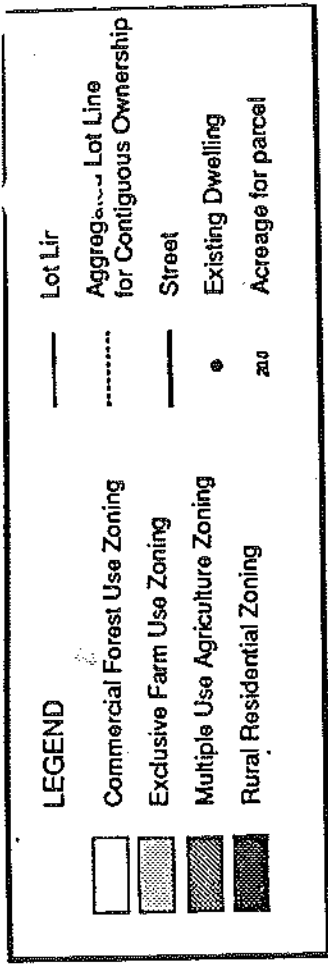
Scale  
1 inch = 1200 feet

N



# Hurlbert Road Area

## Map 4



Scale  
1 inch = 1400 feet

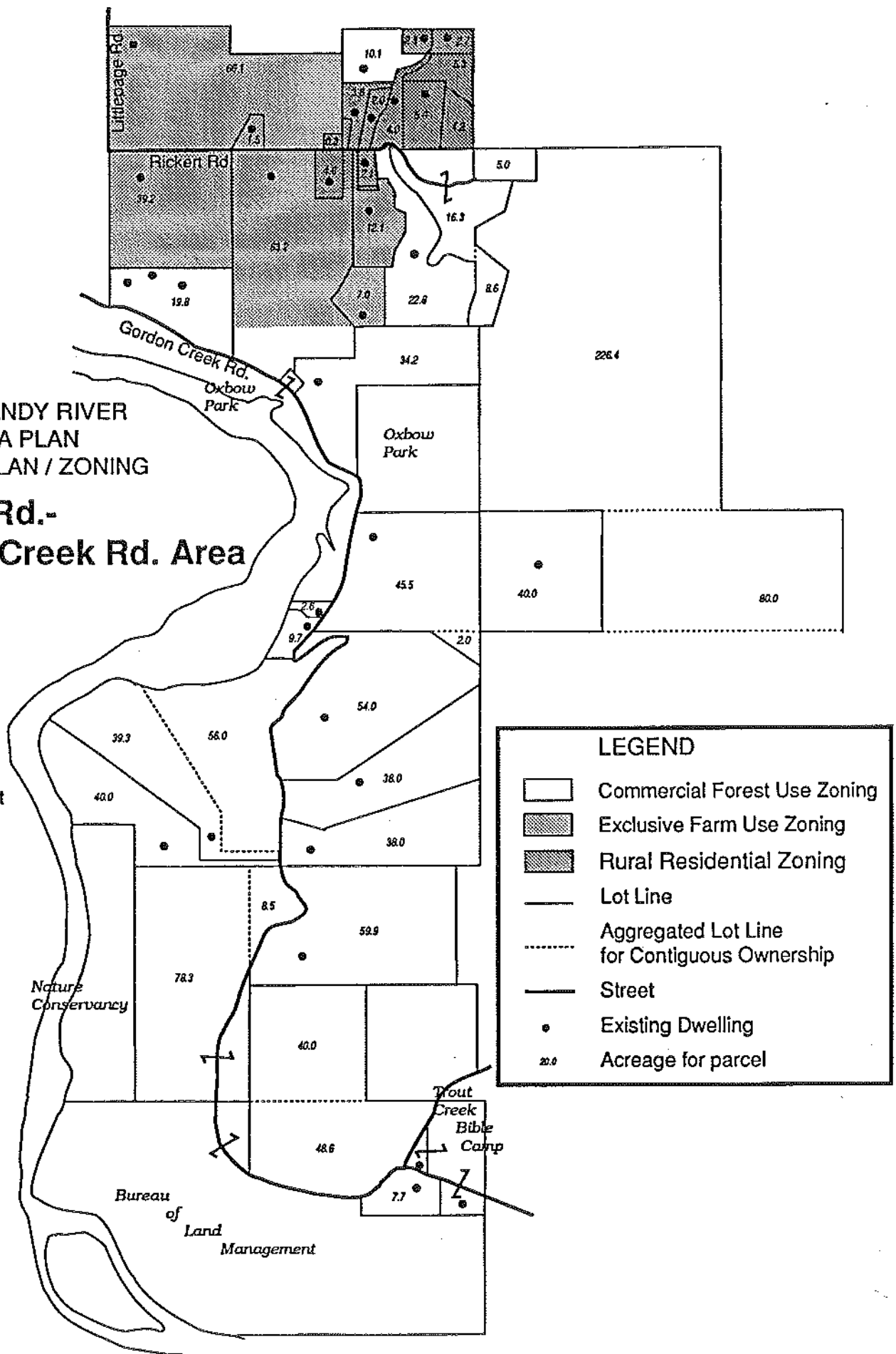


EAST OF SANDY RIVER  
RURAL AREA PLAN  
EXISTING PLAN / ZONING

**Rickert Rd.-  
Gordon Creek Rd. Area  
Map 5**

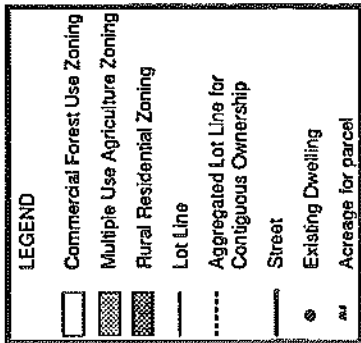


Scale  
1 inch = 1500 feet





EAST OF SANDY RIVER RURAL AREA PLAN  
EXISTING PLAN / ZONING



# Trout Creek Road Area

## Map 8

## Commercial Forest Use Zoning

## Rural Residential Zoning

**Lot Line**

## Aggregated Lot Line for Contiguous Ownership

**Street**

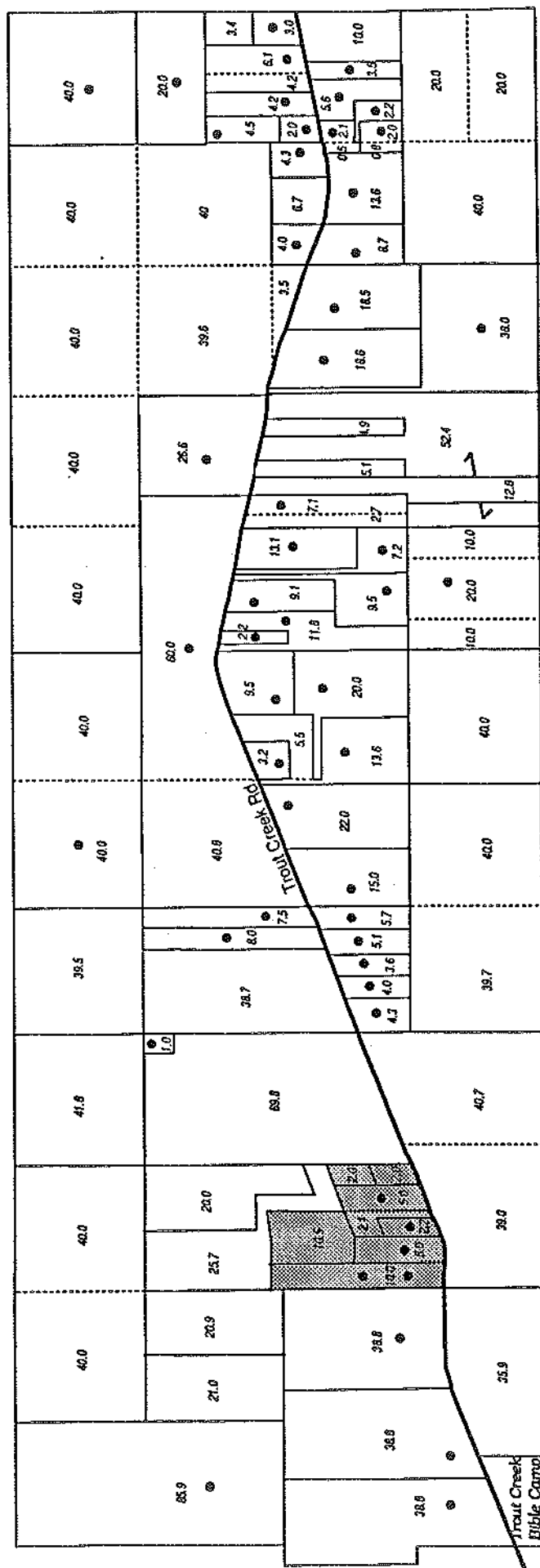
## Existing Dwelling

Acreage for parcel



Scale

1 inch = 1500 feet



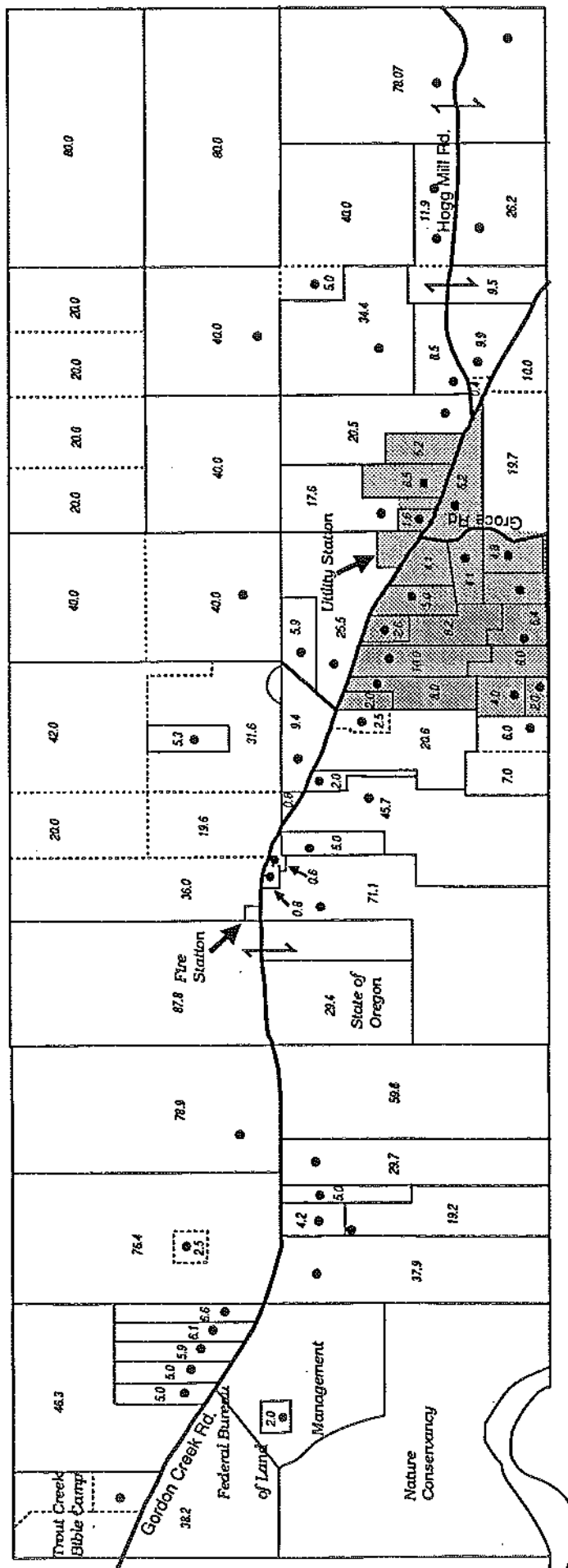


# Aims-Groce Rd. Area Map 9



## Scale

1 inch = 150 feet



## COMMERCIAL FOREST USE

The Commercial Forest Use zoning district protects forest lands in Multnomah County, pursuant to Statewide Planning Program Goal 4 related to Forest Lands. Multnomah County applies this zoning district to rural lands which are not generally farmed or suitable for agriculture, and which have the capability of producing commercial levels of forest products (generally from 85 to 170 cubic feet per year of Douglas Fir). Capability does not mean that these lands can be harvested now -- much of the Commercial Forest Use land in the East of Sandy River rural area has been harvested previously and may or may not have been actively reforested to produce commercial levels of timber in the future. But the key issue is capability to produce timber, not the actual production of timber at this time.

Until 1993 Multnomah County divided forest zoned lands into two zoning districts. The previous Commercial Forest Use district had a minimum lot size of 80 acres and was generally applied to lands east of developed areas east of the Sandy River which are held in large block ownerships, primarily by two commercial forestry companies. The previous Multiple Use Forest district applied to areas of smaller lots with some existing development, and allowed lot sizes of 19 or 38 acres, depending on the area. This zoning district allowed single-family dwellings on a lot of record if the owner also prepared a forest management plan for harvesting and replanting timber on the property. In 1993, because of a revised state administrative rule designed to further limit non-forestry related development in these areas, Multnomah County eliminated the Multiple Use Forest district and placed all forest lands into the Commercial Forest Use district. Also pursuant to a state mandate, Multnomah County limited new single-family dwellings in these areas with stringent new requirements.

There exist 269 existing dwellings on the 21,871 acres of Commercial Forest Use Land in the East of Sandy River Rural Area (excepting the Mt. Hood National Forest). Almost all of these dwellings exist in the western part of the plan area, which was formerly designated Multiple Use Forest.

Multnomah County's rules regarding dwellings in the Commercial Forest Use zone limit new residential development in three important ways.

1. New dwellings must pass a "template" test. A 160-acre square "template" is placed at the center of the parcel proposed for development -- if the template contains at least 5 existing dwellings and 11 existing lots or portions of lots then the parcel may be developed -- if not, then no development is allowed. Note that all contiguous owned parcels must be aggregated as part of the dwelling application. 1993 changes in state law passed by the Oregon Legislature would allow Multnomah County the option to change the template test to reduce the number of existing dwellings within the 160 acre "template" from five to three and allow a rectangular (1/4 mile by 1 mile) template if a parcel is along a road or stream, the template in the direction of the road or stream. However, Multnomah County has not adopted these changes into the Commercial Forest Use zoning district.

2. Current Multnomah County Zoning rules (although not required by the state) do not allow dis-aggregation of an individual parcel from a group of parcels owned by the same individual if the parcel is less than 19 acres. Oregon Revised Statutes only require aggregation at the time of an actual application for a dwelling. Thus, the owner of two parcels, one or both of which is less than 19 acres, could have a single family residence on only one of them.
3. In 1993, the Oregon Legislature adopted a law which allows counties to modify the Forest Lands zoning requirements related to dwellings to allow a vacant lot of record owned by the current owner since 1985 which is not adjacent to any other property owned by the same individual and which is not large enough to produce 5,000 cubic feet of timber per year can be allowed a single-family residence. Multnomah County's Commercial Forest Use zoning district does not contain this provision.

So Multnomah County has three options to consider regarding changing zoning rules for new dwellings in Commercial Forest Use zoned lands. They are:

- #1. Keep the current template test, or change it to the more lenient state minimum standard.
- #2. Keep the current aggregation rule for contiguously owned parcels of less than 19 acres, or eliminate it, or modify it to allow long-time owners of property to dis-aggregate multiple lots.
- #3. Allow long-time owners to build a single family residence on a vacant property, or not.

To put these increases in context, there are currently 1,211 dwellings between the Sandy River and Bridal Veil in Multnomah County. In all zoning districts other than the Commercial Forest Use district there exists the potential for 116 new dwellings. The following table describes the impact of various combinations of the three dwelling options open to Multnomah County.

DWELLING RULE OPTION	Total Potential Change in CFU Dwellings
Current Rules	+30
Change # 1 Only	+48
Change # 2 Only	+54
Change # 3 Only	+46
Change #1 and # 2 Only	+80
Change # 1 and # 3 Only	+56
Change # 2 and # 3 Only	+70
Change #1, #2, and #3	+88

In addition to these dwelling units, there exist large tracts of commercial timber land in the eastern portions of the East of Sandy River Rural Area, adjacent to the Mount Hood National Forest. The owners of these tracts could theoretically divide them into 160 acre

tracts and propose one dwelling on each such tract. This would result in a potential of approximately 50 additional dwelling units at maximum in the Commercial Forest Use zone. Since these dwellings would be located on prime commercial timber parcels, their impact on continued commercial forestry practices would be much greater.

### **Commercial Forest Use Policies**

- 1. Maintain existing commercial forest use areas as forest lands. Do not allow parcelization that detracts from continued forest operations and incidental protection of open space, wildlife habitat, and rural community values.**

**STRATEGY:** Multnomah County shall not consider large-scale "exceptions" to Goal 4 of the Oregon Statewide Planning Program (Forest Lands).

- 2. 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.**

**STRATEGY:** The finding of no significant impact shall be met through compliance with approval criteria in the Multnomah County Zoning Ordinance.

- 3. 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.**

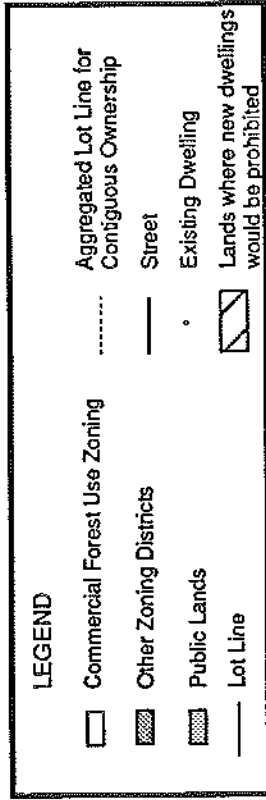
**STRATEGY:** Multnomah County shall implement this policy by prohibiting new dwellings upon the Mt. Hood National Forest and adjacent large commercial timber parcels as illustrated on the Map on the next page.

- 4. Allow new dwellings on the remainder of the Commercial Forest Use zoned lands east of the Sandy River if the lot meets current County standards regarding the "template test" or if a lot meets the legal requirements regarding ownership since 1985 set forth in Oregon Revised Statutes or Oregon Administrative Rules.**

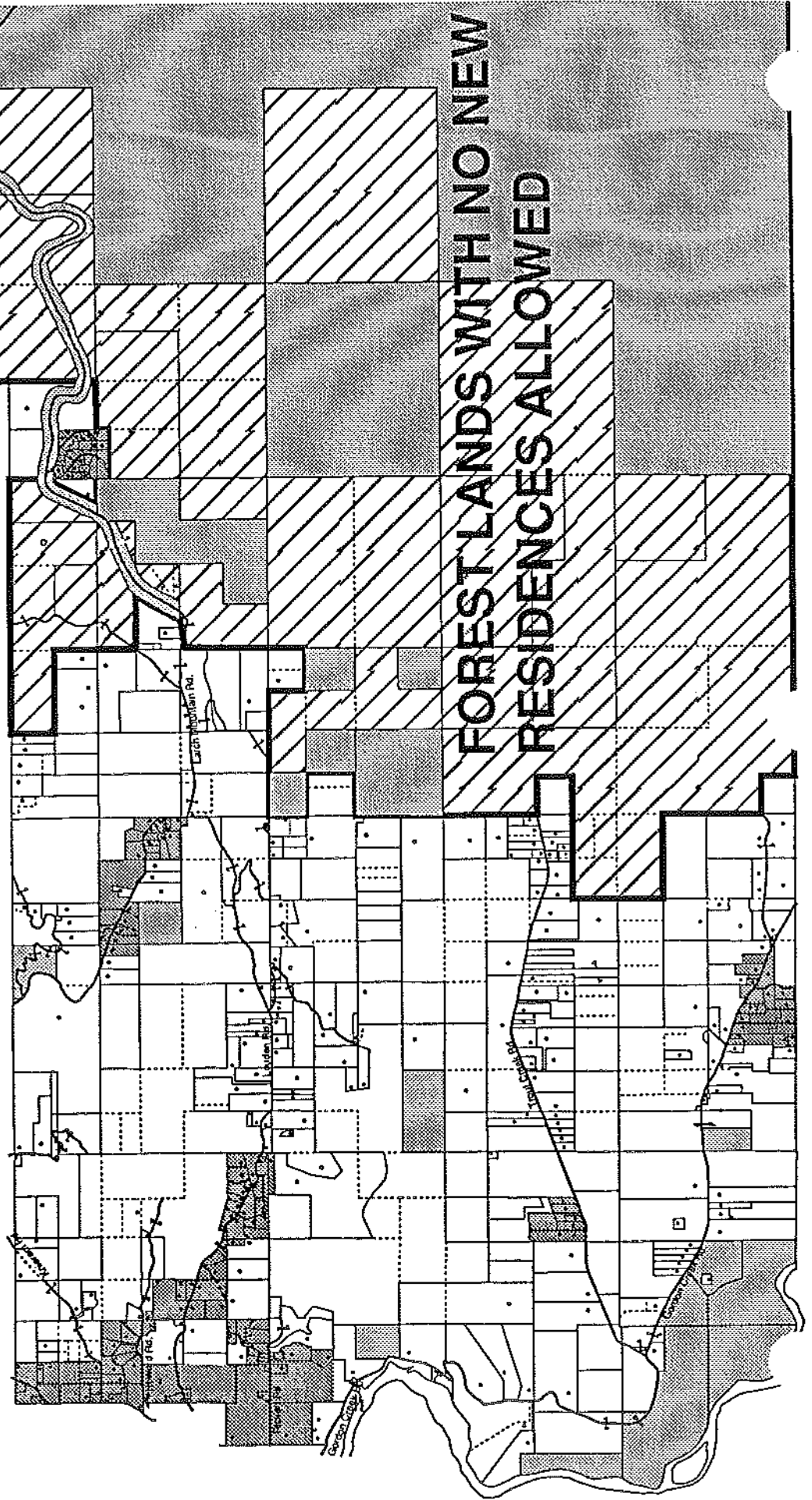
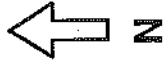
**STRATEGY:** Multnomah County shall implement this policy through amendments to the Multnomah County Zoning Ordinance Commercial Forest Use zoning district. However, Multnomah County shall retain its current standards for "template dwellings," which require five residences within a half-mile square template centered on the center of the property.

# EAST OF SANDY RIVER RURAL AREA PLAN (eastern portion) PRIMARY COMMERCIAL FOREST USE LANDS

REVISED 3/13/96



Scale  
1 inch = 4800 feet



- 4A. Allow dis-aggregation of existing legally-created lots for purposes of consideration of an additional dwelling unit on a lot less than 19 acres in size under the following conditions:**

**One of the lots to be dis-aggregated has an existing legal dwelling.**

**If more than two lots are part of an aggregated ownership which if disaggregated would result in a lot less than 19 acres in size, then the owner shall be allowed to dis-aggregate only one lot and shall be required to aggregate the remaining lots into a single new lot.**

**Both of the lots were owned by the current owner prior to 1985, or the current owner owned two lots prior to 1985 and sold one of them, rendering the other one undevelopable.**

**STRATEGY: Multnomah County shall implement this policy through amendments to the Multnomah County Zoning Ordinance Commercial Forest Use zoning district.**

- 5. Ensure that any proposed new dwellings in the commercial forest use designated areas receive appropriate public review by providing comprehensive notice and review opportunity prior to any land use decision.**

**STRATEGY: Multnomah County shall implement this policy through the public notice provisions of the Multnomah County Zoning Ordinance.**

- 6. Ensure that lands subject to the State Forest Practices Act are managed and replanted in accordance with the act.**

**STRATEGY: Request the Oregon Department of Forestry monitor and enforce reforestation of land subject to the State Forest Management Act.**

- 7. Review land use issues regarding forest lands in the Columbia Gorge National Scenic Area.**

**STRATEGY: Subsequent to the completion of this plan, Multnomah County shall include a review of land use issues regarding forest lands in the Columbia Gorge National Scenic Area as part of the Division of Transportation and Land Use Planning work program.**

## **EXCLUSIVE FARM USE**

The Exclusive Farm Use Zoning District protects farm lands in Multnomah County, pursuant to Statewide Planning Program Goal 3 related to Farm Lands. This zoning district is applied to lands with primarily Class I-IV soils (US Dept. of Agriculture ratings

which indicate that the soil is suitable for agricultural purposes). The Exclusive Farm Use district applies to lands capable of commercial agricultural production, though not necessarily currently farmed.

In the late 1970's when Multnomah County first adopted a Comprehensive Framework Plan in compliance with the state Planning Law (adopted in 1973), there occurred considerable controversy about the Exclusive Farm Use designation in the East of Sandy River Rural Area along with other rural areas of the County. The County originally proposed that all rural agricultural lands East of the Sandy River be designated as "exception " lands, and zoned Multiple Use Agriculture. However, 1,000 Friends of Oregon challenged this proposal, and the Oregon Land Conservation and Development Commission eventually overturned it. As a result, about 75% of the land proposed for the Multiple Use Agriculture zoning district East of the Sandy River was instead placed in the Exclusive Farm Use zoning district, where it remains today (outside of the Columbia Gorge National Scenic Area, which Multnomah County comprehensively rezoned several years ago in response to the National Scenic Area's Management Plan).

The Exclusive Farm Use zoning district as currently constituted is extremely complex, reflecting the complex Oregon administrative rules which govern it. The most recent administrative rules create two sub-classifications of farm land, "high value" farm land and "non-high value" farm land. The rules define "high value" farm land as having Class I or II and certain class III and IV soil types. The Exclusive Farm Use zoned areas east of the Sandy River are about evenly divided between "high value" and "non-high value" soil types. There are currently 2,017 acres in this rural area zoned Exclusive Farm Use, with 113 existing dwellings. Based upon estimates of farm income, length of ownership, and impact on surrounding agricultural uses which Multnomah County would have to make on each individual application, there are five existing vacant lots in the Exclusive Farm Use which have the potential for a dwelling if the owner can earn enough farm income on the lot to justify such a dwelling.

As with the Commercial Forest Use zoning district, Multnomah County has the option to adopt provisions to allow long-time (since 1985) owners to build a single-family home on a vacant parcel, but in this case only if the parcel is not on high-value farm land (with rare exceptions which are too convoluted to summarize here). Also, Multnomah County has the option to eliminate the requirement that owners cannot dis-aggregate lots of less than 19 acres for purposes of applying for an additional dwelling.

In the case of Exclusive Farm Use zoned areas, adoption of these changes would make less of a difference in dwelling numbers than in the Commercial Forest Use zoning district. If Multnomah County adopts the long-time owner dwelling provision, there is the potential for 7 additional farm dwellings. If Multnomah County removes the aggregation requirement for lots less than 19 acres, there is the potential for 6 additional farm dwellings. If Multnomah County adopts both changes, there is the potential for 11 additional farm dwellings.

Another issue that arises is the delineation between Commercial Forest and Exclusive Farm Use land. Since farming is allowed on forest lands and vice versa, there are some parcels which are on a border between the two different resource uses, and some parcels which may be mis-zoned as one or the other type of resource land. However, changing a plan designation through a comprehensive framework plan amendment is often an onerous and expensive process.

#### **Exclusive Farm Use Policies**

- 8. Maintain existing exclusive farm use designated areas as farm lands. Do not allow parcelization which detracts from continued agricultural practices and incidental protection of open space and rural community values.**

**STRATEGY:** Multnomah County shall not consider large-scale "exceptions" to Goal 3 of the Oregon Statewide Planning Program (Forest Lands).

- 9. Allow new farm dwellings on Exclusive Farm Use lands only if they can be shown to be necessary for farm operations.**

**STRATEGY:** The finding of necessity shall be met through compliance with approval criteria in the Multnomah County Zoning Ordinance.

- 10. Require proposed new farm dwellings to meet the standards set forth in Oregon Revised Statutes and Oregon Administrative Rules for farm income necessary to justify a new dwelling unless the lot meets the state law requirements regarding lots of record which have been continuously owned since 1985.**

**STRATEGY:** Multnomah County shall implement this policy through implementation of the Multnomah County Zoning Ordinance Exclusive Farm Use zoning district.

- 10A. Allow disaggregation of existing legally-created lots for purposes of consideration of an additional dwelling unit on a lot less than 19 acres in size under the following conditions.**

**One of the lots to be dis-aggregated has an existing legal dwelling.**

**If more than two lots are part of an aggregated ownership which if disaggregated would result in a lot less than 19 acres in size, then the owner shall be allowed to dis-aggregate only one lot and shall be required to aggregate the remaining lots into a single new lot.**

**Both of the lots were owned by the current owner prior to 1985, or the current owner owned two lots prior to 1985 and sold one of them, rendering the other one undevelopable.**



**STRATEGY:** Multnomah County shall implement this policy through amendments to the Multnomah County Zoning Ordinance Exclusive Farm Use zoning district.

- 11. Ensure that any proposed new dwellings in the Exclusive Farm Use designated areas receive appropriate public review by providing comprehensive notice and review opportunity prior to any land use decision.**

**STRATEGY:** Multnomah County shall implement this policy through the public notice provisions of the Multnomah County Zoning Ordinance.

- 12. Review land use issues regarding farm lands in the Columbia Gorge National Scenic Area.**

**STRATEGY:** Subsequent to the completion of this plan, Multnomah County shall include a review of land use issues regarding farm lands in the Columbia Gorge National Scenic Area as part of the Division of Transportation and Land Use Planning work program.

## **MULTIPLE USE AGRICULTURE**

The Multiple Use Agriculture zoning district applies to lands for which Multnomah County has justified an "exception" to Goal 3 (Farm Land) of the Oregon Statewide Planning Program. It applies to agricultural lands not suited to full-time commercial farming because of other factors and is intended to conserve these lands for part-time agricultural practices and other compatible rural development. It is applied to 626 acres in the East of Sandy River Rural Area. These lands have 158 existing dwellings, with 21 developable parcels still vacant. While the minimum lot size for new subdivisions in this zoning district is 20 acres, all but one lot in this area is already less than 20 acres in size (and most are two to five acres in size); thus no additional subdivisions are possible in Multiple Use Agriculture-zoned areas.

## **RURAL RESIDENTIAL**

The Rural Residential zoning district applies to lands for which Multnomah County has justified an "exception" to either Goal 3 (Farm Land) or Goal 4 (Forest Land) of the Oregon Statewide Planning Program. It is intended to provide areas for residential use in a rural context, along with other, compatible uses. It is applied to 724 acres in the East of Sandy River Rural Area. These lands have 136 existing dwellings, with 46 developable lots still vacant. The minimum lot size for new subdivisions in this zoning district is five acres, but all existing lots are less than ten acres; no additional subdivisions are possible in Rural Residential-zoned areas.

## RURAL CENTER

The Rural Center zoning district applies to approximately 73 acres in the Springdale Community, along the Historic Columbia River Highway. This district is intended to encourage concentrations of rural residential development, together with limited local and tourist commercial uses, light industrial uses, and public service uses and centers such as churches, fire stations, schools, etc. The Springdale rural center currently has 55 existing residences with 12 vacant and developable parcels. The rural center also contains several commercial uses and other community-serving uses, including two churches, a fire station, a County road shop, and until 1995 the Springdale Elementary School (now closed).

The Rural Center zoning district permits residences and under a hearing's officer's decision may permit 1) limited rural service commercial uses such as local stores, shops, offices, repair shops and similar uses, 2) tourist commercial uses such as restaurants, taverns, gas stations, motels, guest ranches, and similar uses, 3) light manufacturing uses that employ fewer than 20 people, 4) commercial processing of agricultural or forestry products primarily grown in the vicinity, and 5) community service uses such as schools and churches. All new lots must be at least one acre in size.

Multnomah County analyzed the Springdale Community in the 1981 Rural Centers Study, which was never actually adopted by the Board of Commissioners. That study did not identify any significant problems in the provision of water, fire, or school service to the community, nor any specific problems with on-site sewage disposal systems. Local service providers indicate that there are still no problems with service provisions. The study noted that about 40% of the land area of the Springdale rural center was vacant, either in agricultural use, or as back lots of residences. The study noted that Springdale was at a relative disadvantage to Corbett as a site for rural community-serving and commercial uses because of Corbett's larger size, more central location, and flatter topography. Since then, Springdale has not experienced significant new non-residential development. Problems identified in 1981 included a lack of off-street parking for commercial and community-serving uses, and the fact that if a commercial building is vacant for more than one year the new tenant must obtain a new conditional use permit from the County before establishing a business.

Based upon the amount of vacant land and the lack of new development within the past 15 years, the current size of the Springdale Rural Center is adequate and no expansion should be studied unless new development within the existing Rural Center boundaries justifies an analysis. Disposition and re-use of the Springdale School site will be a key issue in Springdale in the near future.

Corbett was originally a rural center designated by the Multnomah County Comprehensive Framework Plan, but is now part of the Columbia Gorge National Scenic Area, where it is also designated as a rural center. It contains a greater variety of land uses than the Springdale Rural Center. Planning for the Corbett Rural Center will occur within the Columbia Gorge National Scenic Area Management Plan review process.

## **Rural Center Policies**

- 13. Encourage commercial and civic uses that serve local needs within the Springdale rural center.**

**STRATEGY:** Multnomah County shall implement this policy through the review process for conditional commercial and civic uses within Springdale.

- 14. Study re-use of the closed Springdale Elementary School as a possible multi-purpose community and cultural center.**

**STRATEGY:** Multnomah County shall consider the results of a re-use study during the review any conditional use permit proposing re-use of the Springdale Elementary School site.

- 15. Consider additional community and economic development planning for the Corbett Rural Center as part of a review of the National Scenic Area by Multnomah County.**

**STRATEGY:** Subsequent to the completion of this plan, Multnomah County shall include a review of land use issues regarding farm lands in the Columbia Gorge National Scenic Area as part of the Division of Transportation and Land Use Planning work program.

## **OTHER ISSUES**

### **Farm Stands**

Farm Stands which sell locally produced goods can be placed in all zoning districts in the East of Sandy River Rural Area except the Commercial Forest Use zoning district. However, the rules regarding farm stands in each of these zones varies.

In Exclusive Farm Use areas, farm can include farm crops and livestock grown on farms in the local agricultural area, and up to 25% of the total sales of the farm stand can be "retail incidental items." State law requires Multnomah County to adopt this standard for Exclusive Farm Use areas.

In Multiple Use Agriculture areas, farm stands can only sell farm or forest products grown in the immediate vicinity, and the Planning Director must make a finding that the location and design of the farm stand is compatible with the character of the area.

In Rural Residential and Rural Center areas, farm stands can only sell farm or forest

products grown on the premises, and the Planning Director must make a finding that location and design of the farm stand is compatible with the character of the area.

While small farm stands are appropriate on virtually any parcel within the East of Sandy River rural area, larger farm stands which sell a wide variety of produce and "retail incidental items" are appropriate only in the vicinity of the heavily traveled Historic Columbia River Highway, since placing them elsewhere could result in increases in traffic on local roads not suited for such traffic. Also, Multnomah County should have uniform standards for such farm stands consistent in all zoning districts east of the Sandy River and outside of the Columbia Gorge National Scenic Area.

### **Farm Stands Policies**

- 16. Allow farm stands which sell products grown on the premises in all the Exclusive Farm Use, Multiple Use Agriculture, Rural Residential, and Rural Center zoning districts with findings that, 1) the farm stand does not include structures designed for occupancy as a residence or for activities other than the sale of farm crops and livestock, and 2) the location and design are compatible with the character of the area.**

**STRATEGY:** Multnomah County shall implement this policy through amendments to the Multnomah County Zoning Ordinance Exclusive Farm Use, Multiple Use Agriculture, Rural Residential, and Rural Center zoning districts.

- 17. Allow farm stands which sell a wider variety of farm products and retail incidental items in all Exclusive Farm Use ~~and Commercial Forest Use~~ zoned areas, and also on all parcels with frontage on, or with road frontage a maximum of 500 feet from the Historic Columbia River Highway, with findings as mandated by Oregon Administrative Rules with findings that the products have been grown in the local agricultural area, the retail incidental items constitute no more than 25% of the total farm stand sales, and the farm stand does not include structures designed for occupancy as a residence or for banquets, public gatherings, or public entertainment. Require review by the Oregon Department of Transportation (ODOT) for any proposed access onto and impacts upon the Historic Columbia River Highway**

**STRATEGY:** Multnomah County shall implement this policy through amendments to the Multnomah County Zoning Ordinance Exclusive Farm Use, Multiple Use Agriculture, Rural Residential, and Rural Center zoning districts. These amendments shall require ODOT review of access to and impacts upon the Historic Columbia River Highway, and shall also require adequate off-street parking.

## **Home Occupations**

Home Occupations are allowed in all rural zoning districts in the East of Sandy River Rural Area. The Multnomah County Zoning Ordinance defines an acceptable home occupation as "any lawful activity... commonly carried on within a dwelling unit or accessory building by the occupant thereof, no employee or other person being engaged in the same; which activity is secondary to the use of the property for residential purposes; provided that there is no outside advertising or display of merchandise; that no sale of merchandise is made from the premises, and that noise, odor, smoke, gases, fallout, vibration, heat or glare resulting from the activity is undetectable at any property line."

However, state law has a more lenient definition of home occupations. ORS 215.448 defines an allowable home occupation as employing no more than five persons, operated by the resident of the property on which the business is located, operated in the dwelling or in other buildings normally associated with uses permitted in the zone, and not interfering with existing uses on nearby land or with other uses permitted in the zoning district. The statute allows local jurisdictions to establish additional and more stringent standards (which Multnomah County has done).

With the growth of at-home businesses in the rural area, there is more of a demand for a more lenient interpretation of "home occupation" than is provided for in the Multnomah County Zoning Ordinance. Larger home occupations would have a lesser effect in a rural area of large lots and acreages than in an urban area.

## **Home Occupations Policies**

### **18. Consider revisions to the home occupations policies in the Multnomah County Zoning Ordinance.**

**STRATEGY:** Multnomah County shall implement this policy by placing it on the work program of the Division of Transportation and Land Use Planning.

## **Other Land Use Policies**

Two procedural land use issues concern residents of the East of Sandy River Area. Residents have difficulty understanding the complexities of the Multnomah County Zoning Code, and wish to have the code explained in less complex language. Also, residents wish to be notified of any land use or zoning changes which will affect their property. While such notification is costly to Multnomah County, it is necessary to keep citizenry informed.

### **19. Provide educational materials for residents and property owners that explain the county zoning code in understandable terms.**

**STRATEGY:** Multnomah County shall implement this policy through preparation of pamphlets and educational materials regarding County zoning and land use permit procedures.

**20. Mail notice to any property owner of changes to general or specific land use and zoning regulations which will directly affect his/her property.**

**STRATEGY:** Multnomah County shall implement this policy through amendments to the public notice procedures of the County Zoning Ordinance.

**NATURAL AND ENVIRONMENTAL RESOURCES**

Goal 5 of the Oregon Statewide Planning Program requires local government to inventory and consider protecting the following natural and environmental resources:

- ◆ Open Space
- ◆ Mineral and aggregate resources
- ◆ Energy sources
- ◆ Fish and wildlife areas and habitats
- ◆ Ecologically and scientifically significant natural areas
- ◆ Outstanding scenic views and sites
- ◆ Water areas, wetlands, watersheds, and groundwater resources
- ◆ Wilderness areas
- ◆ Historic areas, sites, structures, and objects
- ◆ Cultural areas
- ◆ Potential and approved Oregon recreational trails
- ◆ Potential and approved federal wild and scenic waterways and state scenic waterways

The process of protecting these resources requires the local government to first inventory the resource and determine if it is truly significant, next identify uses which conflict with the resource, then determine the consequences of these conflicts, and finally decide whether or not to protect the resource and how best to go about doing it.

Multnomah County has conducted three levels of analysis for significant natural and environmental resources in the area east of the Sandy River. The first, done at the time of the initial adoption of the Multnomah County Comprehensive Framework Plan in 1980, identified several large-scale significant resource sites (which were really combinations of many significant resources), wildlife habitat areas and historic sites. The second, done in 1990, identified significant wetlands and associated wildlife habitat areas. The third, which was completed in 1995, involves the Howard Canyon mineral and aggregate site and three adjacent streams.

The 1980 Goal 5 inventory identified several large-scale significant resource sites east of the Sandy River. The first two, the Columbia River Gorge and the Sandy River Delta, are

now part of the Columbia Gorge National Scenic Area. The third identified site is the Sandy River Canyon, from Dabney State Park upstream to the Clackamas County line. The Sandy is also a designated State Scenic Waterway and a federal Wild and Scenic river. It is protected by an SEC (Significant Environmental Concern) Zoning Overlay district which extends one-quarter mile from the river banks on both sides of the river. This zoning district requires all proposed development to meet standards related to protection of the river and its banks from erosion, unsightly views, elimination of wildlife habitat, and other similar issues. Also, the State Parks division must review and approve all proposed development projects within this area. A majority of the land on the east side of the river designated with the SEC zoning overlay is now publicly-owned. The Sandy River Gorge, upstream from Oxbow Park, is also designated as a Natural Area in Multnomah County's inventory of significant resources.

The 1980 inventory also identified two significant wildlife habitat areas. The first is in the upper Gordon Creek watershed. The Oregon Department of Fish and Wildlife identified this area of approximately 4,000 acres as being a sensitive big game wintering range. This area is also currently protected by the SEC (Significant Environmental Concern) zoning overlay. However, the current wildlife habitat report completed as part of this rural area plan process provides more complete information on wildlife issues for this area. The second is in the Bull Run watershed, which is also a sensitive big game wintering range. This area is fully protected because it is entirely within the Mt. Hood National Forest and the City of Portland's Bull Run Preserve.

The 1980 inventory identified two historical sites within the East of Sandy River rural area outside of the Columbia Gorge National Scenic Area. These are the Mountain View Cemetery, which is county-owned and thus protected, and the Graff house, a Queen Anne-style structure located on Loudon Road, erected in 1885, and privately owned. This house is on the National Register of Historic Places. It also has an Historic Preservation Overlay zone, which requires review of any alterations for their effect on the site's historic nature. There are many County-designated historic sites within the Columbia Gorge National Scenic Area, which are now protected under the National Scenic Area Management Plan. In addition, a 1981 Oregon Department of Transportation Study (the Columbia River Highway Project) inventoried historic resources along the Historic Columbia River Highway. The inventory studied five structures in Springdale which have some historic significance, including the Springdale School Building. The study documented the well-known historic nature of the Highway itself. Recent changes in state law require owner consent before protecting any new historical structures or sites under the Goal 5 process.

The 1990 survey of wetlands designated the Sandy River Gorge as a significant wetland. Since it was already protected, Multnomah County took no additional protection measures. The survey did not identify any additional wetlands east of the Sandy River. Also at this time Multnomah County adopted an ordinance protecting all Class 1 streams (a designation given by the Oregon Department of Forestry to streams which, among other attributes, have anadromous fish) and their banks up to 100 feet from the stream through the SEC (Significant Environmental Concern) zoning overlay. However, in 1993

the Oregon Land Conservation and Development Commission ruled that this zoning overlay was invalid, since the County had not surveyed the streams in question, and the Department of Forestry did not have a complete database of Class 1 streams to use.

One of the Goal 5 resources to be protected is mineral and aggregate materials. The Howard Canyon quarry is a small operation located between Howard and Knieriem Roads which currently operates under an "exempt" permit. Under state law, any quarry which produces less than 5,000 cubic yards of material and disturbs less than five acres per year is exempt from state and county mining statutes. The owner of the Howard Canyon quarry has applied several times since the 1960's to expand the quarry beyond this level, always unsuccessfully. In 1990, the Multnomah County Board of Commissioners decided not to designate the Howard Canyon quarry site as a significant and protected Goal 5 aggregate resource. However, in 1993, the Oregon Land Conservation and Development Commission remanded this decision back to Multnomah County because the County's rationale for denying protection was not acceptable. In response, the Board of Commissioners granted protection of the aggregate resource for most of the site in 1994, but with significant conditions related to air quality and traffic mitigation (see Howard Canyon Reconciliation Report). The quarry owner objected to these conditions, and in response the matter was once again returned to Multnomah County by the state for more work. In 1995, the Board of Commissioners once again adopted protection for the quarry site, with some modifications in the conditions. On March 7, 1996, the Oregon Land Conservation and Development Commission(LCDC) approved the County's work, but with two exceptions, and ordered the County to make specific changes which would protect all of the site for mineral & aggregate mining and would also not allow the County to independently monitor on-going air quality issues associated with quarry operations. Multnomah County adopted these changes in June, 1996.

The result of this complicated story is that the Howard Canyon quarry is now a protected mineral and aggregate site. In order to actually mine the site further, an applicant must receive approval from Multnomah County of a conditional use permit and receive approval from the Oregon Department of Geology and Mineral Industries for a reclamation plan to be implemented once mining is complete. The conditional use permit must meet all of the requirements set forth in the Howard Canyon Reconciliation Report.

As part of the Howard Canyon Reconciliation Report, Multnomah County inventoried three streams in the vicinity of the quarry -- Howard Creek, Knieriem Creek, and Big Creek (into which Howard and Knieriem Creeks flow). A biologist employed by the East Multnomah Soil and Water Conservation District surveyed these streams and prepared a report on their condition. Based on this report, Multnomah County found that all three of these streams were significant and protected them with the imposition of the SEC (Significant Environmental Concern) zoning overlay for all land within 300 feet of the stream centerline. This zoning overlay does not prohibit new development within 300 feet of the streams, but rather requires full mitigation of any impacts through proper design and revegetation of disturbed areas. In areas where damage is unavoidable, the development must show other stream enhancements which actually improve the overall



quality of the stream from its previous state. Both forestry and agriculture are exempt from this ordinance.

Based upon issues which arose as part of the Howard Canyon quarry controversy, Multnomah County has prepared an inventory and analysis of wildlife habitat and selected streams in the East of Sandy River rural area. This inventory and analysis is contained within the EAST OF SANDY RIVER WILDLIFE HABITAT AND STREAM CORRIDOR ESEE REPORT, completed in June, 1995. The report contains an inventory of the remaining major streams not already surveyed (Smith, Pounder, Buck, Gordon, Cat, and Trout Creeks) and finds all of them to be significant environmental resources. The report also inventories wildlife habitat and finds that most of the East of Sandy River area (94%, including the Mt. Hood National Forest) is defined as Primary wildlife habitat, in that it consists of large connected blocks of forest land in various successional stages. The remaining land within the East of Sandy River is defined as either secondary wildlife habitat (mixed forest and agriculture areas) or impacted wildlife habitat (rural residential and agricultural areas). The study recommends that all primary and secondary wildlife habitat areas be found significant.

The report then considers uses, such as residential, agriculture, and forestry, which conflict with wildlife habitat and streams. The report weighs the consequences on wildlife habitat and streams if these uses are continued unchecked, and weighs the consequences of prohibiting or limiting these conflicting uses in order to protect wildlife habitat and streams. The report recommends specific protection measures for areas within 150 feet of the centerline of each significant stream.

## **POLICIES**

### **Streams and Watersheds Policies**

- 21. Protect significant streams in the East of Sandy River Rural Area by prohibiting new residential development within 150 feet of a stream centerline and limiting new roads, stream crossings, additions to existing structures, and other grading activities within this 150 foot area. Additions to existing dwellings of up to 400 square feet shall be exempt from the setback requirements. All related ground disturbing activities within the 150 foot stream setback shall be confined to the period between May 1 and October 1 in any year.**

**STRATEGY:** Multnomah County shall implement this policy with amendments to the Multnomah County Zoning Code Significant Environmental Concern Zoning Overlay District and applying the district to areas within 150 feet of the centerline of each significant stream.

- 21a. Require any stream crossing to utilize a bridge or arched culvert which does not disturb the bed or banks of the stream and are of the minimum width necessary to allow passage of peak winter flows.**

**STRATEGY:** Multnomah County shall implement this policy through application of the Multnomah County Zoning Code Significant Environmental Concern Zoning Overlay District, which includes a requirement for stream crossings to consist of a bridge or arched culvert.

- 22. Encourage cooperative property owner organizations for individual streams and their watersheds to provide technical assistance and information regarding financial resources to people about best management practices necessary to protect streams.**

**STRATEGY:** Multnomah County will work cooperatively with the East Multnomah Soil and Water Conservation District and the U.S. Natural Resources Conservation Service to promote cooperative property owner organizations.

- 23. Work with the Oregon Department of Forestry to better protect significant streams from any negative impacts associated with timber harvesting.**

**STRATEGY:** Multnomah County will forward this policy to the Oregon Department of Forestry for their consideration.

- 24. Provide incentives, consistent with current zoning, for new development which is compatible with and enhances significant streams and adjoining riparian habitat.**

**STRATEGY:** When considering amendments to its zoning ordinance, Multnomah County will consider whether such amendments can act as an incentive to new development being compatible with and enhancing significant streams and adjoining riparian habitat.

- 25. Work with the East Multnomah County Soil and Water Conservation District to provide technical assistance and information regarding financial resources property owners about sound farming practices which also protect significant streams and adjoining riparian habitat.**

**STRATEGY:** Multnomah County will work cooperatively with the East Multnomah Soil and Water Conservation District and the U.S. Natural Resources Conservation Service to develop an educational program which will let landowners become informed on how they can manage their properties to best protect streams and their watersheds while continuing to make productive agricultural use of their land.

- 26. Use property tax deferral and exemption programs to encourage streamside property owners to maintain and upgrade streams and adjoining riparian habitat.**

**STRATEGY:** Multnomah County will work cooperatively with the East Multnomah Soil and Water Conservation District and the County Assessor to inform landowners become about the property tax deferral and exemption programs available to them for stream enhancement.

- 27. Monitor educational and/or regulatory programs to protect streams on a regular basis in order to gauge their effectiveness.**

**STRATEGY:** Multnomah County will conduct periodic reviews of stream regulatory and educational programs to gauge their effectiveness.

- 28. Multnomah County recognizes the need to protect the outstanding public values for which sections of the Sandy River have been designated a National Wild and Scenic River and a State Scenic Waterway.**

**STRATEGY:** Work with State Parks and other agencies to update and implement appropriate design strategies and development standards through County Significant Environmental Concern provisions and Oregon Administrative Rules specific to the designated areas.

#### **Wildlife Habitat Policies**

- 29. Use large-lot Commercial Forest Use zoning and educational programs in order to protect significant forested wildlife habitat areas.**

**STRATEGY:** Multnomah County will work cooperatively with the East Multnomah Soil and Water Conservation District and the U.S. Natural Resources Conservation Service to develop an educational program which will let landowners become informed on how they can manage their properties to best protect wildlife habitat while continuing to make productive economic use of their land. By maintaining restrictive Commercial Forest Use zoning regulations regarding new dwellings, Multnomah County will also implement this policy.

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

**STRATEGY:** Multnomah County will work cooperatively with the East Multnomah Soil and Water Conservation District and the U.S. Natural Resources Conservation Service to develop an educational program which will let landowners become informed on how they can manage their properties to best protect wildlife habitat while continuing to make

productive economic use of their land.

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

**STRATEGY:** Multnomah County will forward this policy to the Oregon Department of Forestry for their consideration and offer assistance and comment on changes to forestry rules.

- 32. Work with the local Soil and Conservation Districts to provide technical assistance and information about financial resources in order to encourage sound farming practices which also protect wildlife habitat.**

**STRATEGY:** Multnomah County will work cooperatively with the East Multnomah Soil and Water Conservation District and the U.S. Natural Resources Conservation Service to develop a public education and assistance program which will let landowners become informed on how they can manage their properties to best protect wildlife habitat while continuing to make productive economic use of their land.

- 33. Provide incentives for development allowed by current zoning which is compatible with wildlife habitat.**

**STRATEGY:** When considering amendments to its zoning ordinance, Multnomah County will consider whether such amendments can act as an incentive to new development being compatible with and enhancing significant streams and adjoining riparian habitat.

- 34. Propose state legislation which would encourage property owners to protect their lands as wildlife habitat through the use of tax deferral programs, and allow switching of tax deferral status from forest or farm to open space-wildlife habitat without penalty.**

**STRATEGY:** Multnomah County shall forward this policy as an informational item to the Oregon State Legislature and the Association of Oregon Counties.

#### **Mineral and Aggregate Resource Policies**

- 35. Allow mining on the Howard Canyon quarry site under the conditions set forth in the Howard Canyon Reconciliation Report, part of the Multnomah County Comprehensive Framework Plan.**

**STRATEGY:** Multnomah County shall implement this policy when reviewing a conditional use permit proposing a quarry at the Howard Canyon mineral and aggregate site.

## TRANSPORTATION

### **State Roads**

Interstate 84, which runs east-west through the rural plan area parallel with the Columbia River, is maintained by the Oregon Department of transportation (O.D.O.T.). It is a four lane high-speed roadway. The Historic Columbia River Highway is classified as a Rural Arterial with a Scenic Route overlay and is under State management. There is discussion under way to determine if Interstate 84, the Historic Columbia River Highway and State Road 14 should be designated Scenic Byways. This designation will result in no new regulations for the transportation corridors by the State.

Citizens in the community have had concerns regarding O.D.O.T.'s on-going maintenance efforts along the Historic Columbia River Highway through the Springdale and Corbett areas.

### **County Roads**

In the rural areas of Multnomah County there are three functional classifications of roads - Rural Arterial; Rural Collector and Local. The traffic counts, where available are listed. All counts include traffic traveling in both directions.

Rural Arterial: Roads are generally two lanes which serve inter- and intra-county trips. They are characterized by their significance as traffic distributors between areas in the County, connecting cities and rural centers. They generally carry a daily traffic volume of up to 10,000 vehicle trips.

#### Rural Arterials East of Sandy River

Corbett Hill Road	S. of Chamberlain Road, 1991 - 1670 vehicles/24 hours
Historic Columbia River	E. of Stark Street Bridge, 1995 - 3100 vehicles/24 hours
Highway with Scenic Route	W. of Lucas Rd., Springdale, 1995 - 4800 vehicles/24 hours
Overlay(State Road)	E. of Evans Rd., Corbett, 1995 - 3400 vehicles/24 hours
	W. of Larch Mtn. Rd., 1995 - 1800 vehicles/24 hours
	Additional traffic counts available from O.D.O.T.

Rural Collector: Streets typically have traffic volumes of less than 3,000 vehicles per day. They are characterized by serving as the connection between local roads and the arterials servicing a rural area of the County.

#### Rural Collectors East of Sandy River

Woodard Road	No count available
Hurlburt Road	No count available
Gordon Creek Road	S. of Rickert Rd., 1989 - 800 vehicles/24 hours
Larch Mountain Road	No count available
Evans Road	S. of Pounder Rd., 1989 - 370 vehicles/24 hours

Local: All other County maintained roads. They can generally be described as roads that serve abutting property and should not serve significant amounts of through traffic.

The County Transportation Division will soon be working on revisions to rural road standards. These revisions will result in widened shoulder areas to make pedestrian use of roadways easier. Currently, rural roadways in the area should have 12-14 foot standard lane widths, with 4-6 foot paved shoulder widths. However, many rural roads East of the Sandy River do not meet these standards due to the constraints of steep topography. Also, in agricultural areas, roadside drainage ditches take priority over paved shoulders.

Multnomah County institutes a capital improvement plan that establishes a priority list of road and road-related improvements deemed necessary to enhance and maintain the County road system at acceptable levels. The Goal of the Comprehensive Plan Trafficways Policy #32 is to:

*Promote and enhance a balanced transportation system that encourages economic development, increases public safety, allows for efficient transportation movement, and protects the quality of neighborhoods and communities through the best possible use of available funds.*

In prioritizing the projects scheduled for improvements, the Transportation Division considers information on high accident locations, the Pavement Management Program and the Transportation Plan. These three sources identify road segments, intersections, and structures on the County road system that are hazardous or congested, or in need of reconstruction. The County also considers external sources such as input from concerned citizens, neighborhood and community associations and the related municipalities to identify potential projects.

Multnomah County has turned over ownership of many street right-of-ways within the Cities of Portland and Gresham to those cities within the east County. Multnomah County has no intention of turning over ownership and maintenance of rural roads in unincorporated areas east of the Sandy River to any other jurisdiction.

While no major capital improvements are proposed within the East of Sandy River rural area, there may be smaller traffic control projects, sometimes called "traffic calming" projects, which should be considered in order to improve safety and reduce speeds on area roads.

The proposed Howard Canyon quarry, located between Knieriem and Howard Roads east of Littlepage Road, has the potential to impact local and rural collector roads leading from the quarry site to the Historic Columbia River Highway. These impacts, and the mitigation necessary for alleviating these impacts, are discussed in the Howard Canyon reconciliation report, a part of the Multnomah County Comprehensive Framework Plan.

## Bicycle Routes

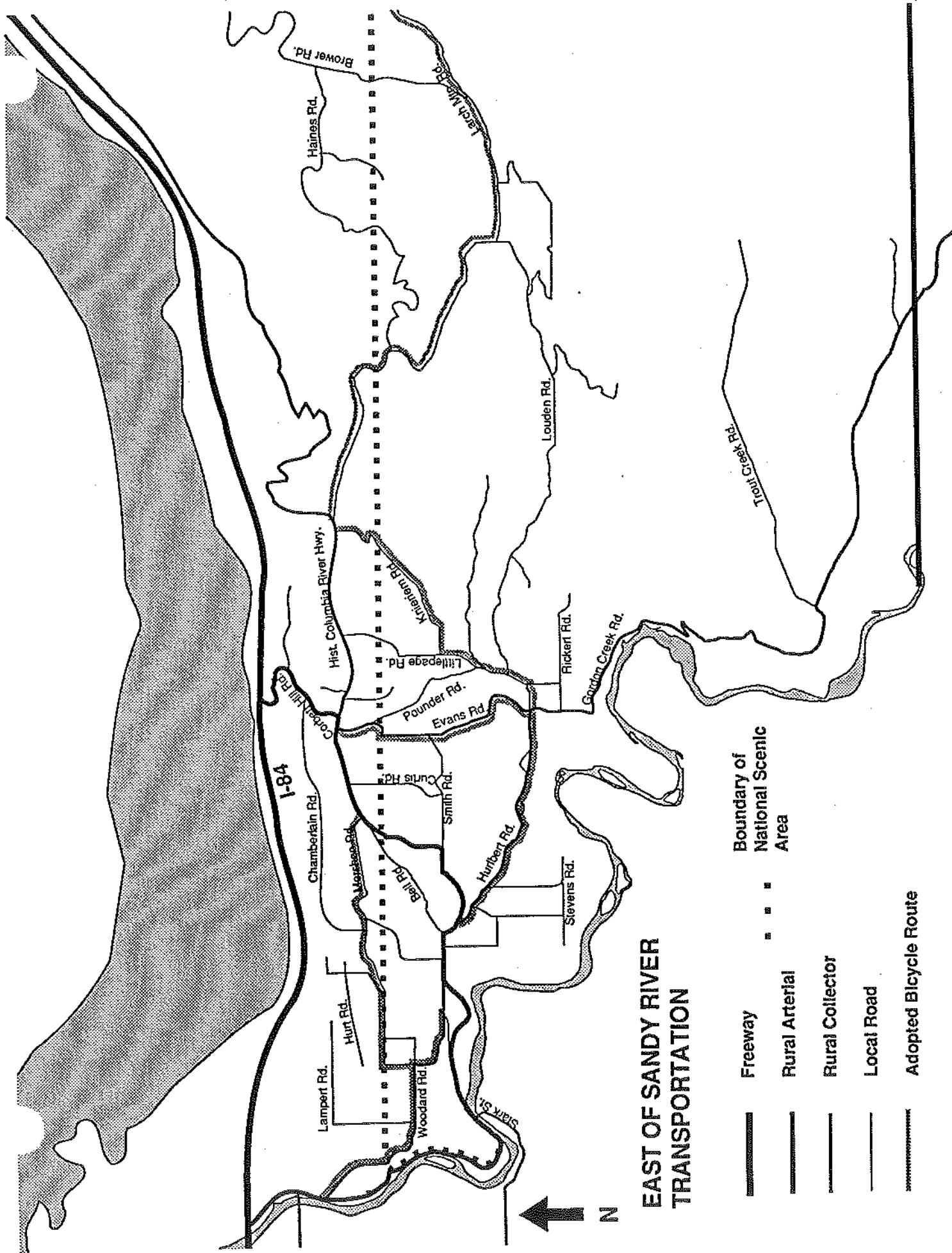
In 1992, Multnomah County amended the Bikeways Plan Map of the Comprehensive Framework Plan by adopting bicycle routes for the East of Sandy River Rural Area. The roadways which have bicycle route designations are:

Evans Road - Historic Columbia River Highway to Hurlburt Road  
Hurlburt Road - Historic Columbia River Highway to Littlepage Road  
Larch Mountain Road - Historic Columbia River Highway to end  
Littlepage and Knieriem Roads - Historic Columbia River Highway to Hurlburt Road  
Mershon Road - Historic Columbia River Highway to Ogden road  
Ogden Road - Woodard Road to Mershon Road  
Woodard Road - Historic Columbia River Highway to Columbia Highway

County maintained rural bike routes should be accommodated by paving of road shoulders to a width of at least 4 feet and preferably 6 feet. Not all designated bike routes East of the Sandy River have such shoulders, the lack of which increases hazards for non-motorized travelers. As re-paving occurs on County maintained roads designated as bicycle routes, the County widens and paves shoulders to allow for safe bicycle usage.

In January, 1992, the Northeast Multnomah County Community Association produced a bike path task force report. This report included a series of recommendations, including the following:

- ◊ Oppose the inclusion of Corbett area roads in this bikeway plan until such time that a majority of the community would adopt the plan.
- ◊ Work to attempt to resolve the issues to the point whereby the plan is implemented when and if a majority of the community would adopt the plan.
- ◊ Have Bell Road removed from the proposed bikeway plan, due to the modifications necessary to put a bike route within the right-of-way.
- ◊ Do not condemn private property to provide for bikeways.
- ◊ Involve NEMCCA and other concerned citizens in the implementation of bikeways, including noticing all affected property owners by mail prior to bikeway implementation, providing detailed plans for each road at least one year before implementation to NEMCCA and affected property owners, and work with NEMCCA to set forth acceptable procedures for problem resolution both before and during implementation.
- ◊ Ensure that the interests of equestrians and other forms of alternative transportation are served.





In response to this document, Multnomah County removed Bell Road from the bikeway plan, and agreed to the remainder of the recommendations, except that the County did adopt the bikeway routes map without conducting a community election on their adoption.

### **Equestrian Trails**

Currently there are no County plans or policies regarding the establishment or designation of equestrian trails in Multnomah County. Equestrians use the public right-of-way like other non-motorized users, however equestrian use in these areas may be hampered by paving shoulders, drainage culverts and construction methods.

As an alternative to publicly owned and maintained equestrian trails, community members could consider a privately owned, operated, and maintained system of equestrian trails separate from the road system. Multnomah County could encourage such a system in terms of granting land use approvals and allowing signage at road intersections.

### **POLICIES**

- 36. Encourage the Oregon Department of Transportation to contract with Multnomah County for maintenance functions on the Historic Columbia River Highway.**
- 37. Do not turn over ownership and maintenance/improvement functions within the East of Sandy River Rural Area to any other jurisdiction.**
- 38. Identify traffic control problem areas within the community, and implement needed measures to fix them.**

**STRATEGY:** Multnomah County shall make use of "traffic calming" devices where appropriate to reduce speeds and discourage unnecessary through traffic on local roadways.

- 39. Incorporate the recommendations from the NEMCCA 1992 Bike Path Task Force report (with the exception of the recommendation to designate no bike paths without majority community support) into the implementation of the Multnomah County bikeways plan.**

**STRATEGY:** Multnomah County shall take the following steps in the bikeway implementation plan:

- ◊ Do not designate Bell Road as a bikeway.
- ◊ Do not condemn private property for bikeways

- ◊ Provide for extensive and timely community and property owner involvement in the implementation program for any proposed bikeway.
- ◊ Ensure that the interests of equestrians and other forms of alternative transportation are served.

**40. Promote trails for non-motorized users. Work with local groups to develop a public/private trail system.**

**STRATEGY:** Multnomah County shall encourage formation of a private trails system, separate from public roadways, for the use of equestrians, and shall support such an effort with trail construction as needed within public rights of way to make connections with off-road trails, processing land use applications, assisting in the provision of staging areas at appropriate places, and allowing signage at road intersections.

### **PARKS AND RECREATION**

#### **Sandy River**

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 is an outstanding recreational facility 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 some non-motorized boating or floating. The parks along the river provide the opportunity for nature study and day use. Several private camps are located adjacent to the river.

A majority of land along the east bank of the Sandy River upstream from Dabney State Park to the Multnomah/Clackamas County Line is in public or Nature Conservancy ownership. These lands include Dabney State Park, Oxbow County Park, federal lands administered by the Bureau of Land Management in the vicinity of Indian John Island, and two parcels owned by the Nature Conservancy upstream and downstream from the federal lands. Metro Parks and Greenspaces, which administers Oxbow County Park, is purchasing private land on the East Side of the Sandy River, for inclusion in Oxbow Park. Dabney and Oxbow Parks contain public areas for picnics and other land-based recreation along with public boat launch areas (a third park/boat launch is in Clackamas County at Dodge Park). The east bank of the Sandy also has a private facility, the Hellenic Youth Camp, located between Dabney and Oxbow Parks. Camp Collins, a YMCA facility, is located on the west side of the Sandy River adjacent to Oxbow Park.

The goal of the Sandy Wild and Scenic River and State Scenic Waterway Management Plan (prepared by the Federal Bureau of Land Management in 1993) is to allow recreational uses of the Sandy consistent with maintaining its existing natural and scenic qualities. The management guidelines to implement this goal include: 1) limit

recreational opportunities to existing use areas, 2) determine an overall "carrying capacity" for recreational use, and 3) develop limitation and use allocation measures if this "carrying capacity" is reached.

Among the management actions proposed are: 1) improve existing parking/trailhead areas near the mouth of Gordon Creek, 2) close or rehabilitate dispersed camping areas and hiking trails which damage the natural environment, 3) develop a visitor use survey to measure satisfaction and identify problem areas, 4) close public lands to off-road vehicle use, 5) increase ranger patrols and rule enforcement, 6) provide additional signs and information booths, 7) sponsor an annual river clean-up event, 8) continue to restrict motorized boat use, and 9) post informational signs marking public vs. private lands in areas with trespass problems or where requested by a private landowner.

Metro Parks and Greenspaces has begun preparation of a master plan for Oxbow Park, which will address issues of park expansion and uses within the park.

### **Mt. Hood National Forest**

The Mt. Hood National Forest covers the eastern portion of the East of Sandy River rural area. The Land and Resource Management Plan prepared in 1990 identifies the numerous recreational opportunities within the National Forest boundaries. Within Multnomah County these opportunities are almost entirely within the Columbia Gorge National Scenic Area. 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 western 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). Staff from the national forest have identified unauthorized use of these lands, and associated nuisances such as target shooting and trash dumping, as a significant issue.

### **POLICIES**

- 41. Encourage Metro and Multnomah County to work together to ensure that the area outside of the urban growth boundary is represented on parks and open space issues.**

**STRATEGY:** Multnomah County shall request Metro appoint residents from East of the Sandy River to Metro's parks and greenspaces citizens' advisory boards.

- 42. 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, and other agencies.**

**STRATEGY:** Multnomah County shall implement this policy through the existing National Scenic Area and Significant Environmental Concern

provisions within the Multnomah County zoning ordinance, and will participate in other agency plans such as a future National Scenic Area Management Plan update and Metro's Oxbow Park Master Plan.

- 43. Provide additional management of Oxbow Park facilities east of the Sandy River, addressing the issues of littering, dumping, parking, road signage, restrooms, and delineation between public and private property.**

**STRATEGY:** Multnomah County shall forward this policy to Metro for their consideration as part of the Oxbow Park Master Plan.

- 44. Support and promote linkages within a regional trail system for use by pedestrians, equestrians, and bicyclists.**

**STRATEGY:** Multnomah County shall forward this policy to Metro for their consideration, and shall also encourage formation of a private trails system, separate from public roadways, for the use of equestrians (see Transportation policies & strategies).

## **ENVIRONMENTAL QUALITY**

### **Air Quality**

The East of Sandy River Rural Area does not suffer from any major air quality problems at this time, other than those which generally afflict the entire Portland region. Issues have been raised regarding garbage burning, which is regulated by the Oregon Department of Environmental Quality (DEQ). Residential garbage burning is generally allowed in rural areas if the garbage does not include food, plastics, petroleum products, or toxic substances. DEQ acknowledges that their enforcement capability for burning violations is limited.

### **Noise**

Multnomah County's noise ordinance (Section 7.30 et. seq. of the County Code) regulates the generation of excessive noise within the unincorporated areas of Multnomah County. The ordinance defines "sound producing device" to be regulated as 1) loudspeakers, 2) various electronic equipment, 3) musical instruments, 4) sirens & bells, 5) vehicle engine noise not in the right-of-way, 6) vehicle tires, 7) domestic tools during night hours, and 8) heat, air conditioning, and refrigeration units. The ordinance does not address vehicular traffic on the roadway, or discharge of firearms, both issues within the East of Sandy River rural area.

The County's noise ordinance does not include regulation of noise from organized athletic or other group activities on property generally suited for these purposes, noise caused by emergency work and equipment, noise regulated by federal law, such as railroad and aircraft operations, noise caused by bona fide use of emergency warning devices and

alarm systems, sounds caused by permitted blasting activities between 9:00 A.M. and 4:00 P.M. Monday through Friday, and sounds caused by industrial, agricultural, or construction workers during their normal operations. The noise ordinance sets limits for sounds as measured in decibels (dbA). The ordinance is to be enforced by issuance of citations and, if necessary, by impoundment of the device producing the offending noise.

The East of Sandy River community experiences noise problems from planes arriving and departing Portland International Airport. Multnomah County has a representative on a citizen's committee appointed by the Port of Portland (owner of the airport) to raise and discuss noise issues.

The Howard Canyon Quarry site has the potential to generate significant noise from the sounds associated with mining and processing aggregate rock. It should be noted that the definition of "too noisy" in a rural area, such as the area east of the Sandy River, can differ markedly from what constitutes a noise nuisance in urban areas. A noise analysis performed for the Howard Canyon Quarry site owner by an acoustical engineer indicated that berms would be necessary at the outset of mining operations to keep noise at adjacent residences to levels consistent with Oregon Department of Environmental Quality (DEQ) standards. Once mining progressed, a pit dug at the site's ridge top would contain the noise from mining operations if side walls were left in place.

## **Water Quality**

### Sandy River

The Sandy River has been designated as a federal wild and scenic river and a state scenic waterway upstream from Dabney State Park to the Multnomah County boundary and beyond into Clackamas County.

A 1993 program review of the Oregon State Scenic Waterway Program identifies the following general impacts to water quality: operation of dams, withdrawal of water for use, stream channelization, timber management, agricultural clearing and use, residential development, and wetland filling. Water quality within the Sandy River is potentially impacted by upstream dams and diversions (Bull Run Reservoir and the Portland water system), forest and farm operations, and upstream residential development. In addition, overuse or misuse of the river by recreational boaters and day-users can impair the quality of the river's water.

The Sandy Wild & Scenic River and State Scenic Waterway Management Plan, prepared in 1993 by the federal Bureau of Land Management (BLM) in cooperation with state and local parks agencies, discusses water quality issues and proposes management actions for the Sandy River. The first task on the list of management actions calls for a monitoring program to be conducted on an ongoing basis by the BLM at two locations on the river (a 1988 Oregon Department of Environmental Quality survey which found the Sandy River to be "severely impacted" in some respects was based upon professional observation, not actual data). With the baseline data from these testing stations, the BLM and/or local

agencies will develop water quality standards for the river, determine what measures are necessary if pollution levels are exceeded, develop a policy for application of pesticides and herbicides on lands along the river, enforce existing water quality and zoning laws, pursue watershed enhancement efforts for recreational sites and roadways along the river, publish a river landowners stewardship handbook for private land owners, educate recreational users about proper use of the river and adjacent lands, and take other miscellaneous measures.

#### Tributary Streams to the Sandy River

In 1994 and 1995, the East Multnomah County Soil and Water Conservation District, in concert with Multnomah County, conducted an inventory of many of the Sandy River tributary streams. This inventory was primarily conducted in order to comply with Goal 5 of the Oregon Statewide Planning Program, which requires protection of significant natural resources. The inventory included Smith Creek, Big Creek, Knieriem Creek, Howard Creek, Pounder Creek, Buck Creek, Gordon Creek, Cat Creek, and Trout Creek.

It should be noted that, unlike the Sandy River, most of these streams flow through private property and public recreational use of these streams is limited and generally unauthorized by the property owners. While the headwaters of these streams are located in the Mt. Hood National Forest, recreational use of this area is limited due to the lack of facilities and road access to much of the area.

The impact of forest practices on the water quality of these streams is addressed by the Oregon Department of Forestry -- Multnomah County has no jurisdiction over forest practices on forest lands.

The impact of agricultural runoff on the water quality of these streams, and upon the Sandy River into which these streams flow, is an important issue because of its impacts to the streams themselves and to the Sandy River downstream. There is no doubt that agricultural practices can and do have negative impacts upon water quality, as is documented by Multnomah County's stream inventory. There are at least four potential solutions to this issue:

- Take no action. To regulate or restrict agricultural practices can be seen as contrary to Goal 3 of the Oregon Planning Program, which promotes continued agricultural use on rural lands in order to preserve the agricultural component of Oregon's economy. While degraded water quality would have a negative economic impact on recreational and fishery values on the Sandy River, there are no municipal drinking water supplies which would be negatively impacted because all such appropriations of water in the Sandy basin are taken upstream of this area.

- Establish a public information and assistance program with the East Multnomah County Soil and Water Conservation District and the U.S. Natural Resource (formerly Soil) Conservation Service in order to inform streamside

landowners of the negative impacts some agricultural practices can have on stream water quality and the positive impacts that some conservation practices can have for the landowner. Such public information and assistance program would require government funding to set up and operate. It would obviously only be as effective as the willingness of streamside property owners to follow its advice. One organizational idea to implement this strategy would be the formation of stream protection organizations consisting of all property owners along a particular stream willing to participate.

-- Establish mandatory rules restricting or prohibiting agricultural uses within a given distance from a protected stream. This approach, once fully implemented, would be most effective in reducing negative impacts to water quality from agricultural practices. However, it would have the most social and economic impact upon streamside property owners. Such regulations would also require significant governmental expenditure in order to enforce.

-- Promote existing property tax exemptions available to streamside property maintained and enhanced for riparian habitat values, and look at changes in law which would provide a greater incentive for property owners to apply for such an exemption. Under current law, a property owner can be found exempt from all property tax for areas within 100 feet of a stream bank, if he/she makes application and can meet standards set forth by the Oregon Department of Fish & Wildlife for maintenance of the riparian habitat area. There has historically been little use of this exemption, because the difference in tax liability between the riparian land as exempt vs. under forest or farm deferral is in most cases less than \$100 per year. Changes which would make this exemption more lucrative and therefore more used, such as eliminating agriculture and forest deferrals for riparian land, or providing a tax credit rather than exemption for riparian land, would require authorizing state legislation.

#### Tributary Streams to the Columbia River

Most of the streams tributary to the Columbia River are within the Columbia Gorge National Scenic Area (where their protection is regulated by the Gorge Management Plan) or within the Mt. Hood National Forest, where their protection is under the purview of the U.S. Forest Service. Upper portions of several streams, including Latourell Creek and Bridal Veil Creek, are on private lands outside of the National Scenic Area boundary. While pockets of residential development exist in this area, most of the land is zoned and used for commercial forest use.

#### Ground Water Quality

No major issues concerning ground water quality have been identified for the East of Sandy River rural area.

## **POLICIES**

### **Noise Policies**

- 45. Review and revise the Multnomah County Noise Ordinance to regulate excessive noise.**

**STRATEGY:** Multnomah County shall review and revise the County noise ordinance to address specific community noise concerns.

- 46. Take a more active role in the operations of Portland International Airport as they affect noise in the East of Sandy River rural area.**

**STRATEGY:** Multnomah County shall request that the Port of Portland conduct a semi-annual review of noise impacts from Portland International Airport upon the East of Sandy River rural area.

- 47. If the Howard Canyon quarry is approved, ensure that the mining plan reduces noise levels to meet DEQ standards, both within the mining site and on adjacent roadways.**

**STRATEGY:** Multnomah County shall enforce this policy through the conditions of any permit approval to mine the Howard Canyon quarry site.

### **Water Quality Policies**

- 48. In conjunction with the East Multnomah Soil and Water Conservation District, develop a public information and assistance program for watershed property owners in management practices that enhance the water quality of streams.**

**STRATEGY:** Multnomah County will work cooperatively with the East Multnomah Soil and Water Conservation District and the U.S. Natural Resources Conservation Service to develop a public education and assistance program which will let landowners become informed on how they can manage their properties to best protect water quality while continuing to make productive economic use of their land

- 49. Develop a recognition program for people showing good stewardship of streams and streamside property.**

**STRATEGY:** Multnomah County will work cooperatively with the East Multnomah Soil and Water Conservation District and the U.S. Natural Resources Conservation Service to develop such a recognition program.

- 50. Develop an on-going mechanism to monitor water quality for different streams east of the Sandy River.**



**STRATEGY:** Multnomah County will work cooperatively with the East Multnomah Soil and Water Conservation District and the U.S. Natural Resources Conservation Service to develop a water quality monitoring mechanism.

- 51. Promote the riparian tax exemption available to streamside property owners, and work for changes in state law to make such exemptions more financially rewarding.**

**STRATEGY:** Multnomah County will work cooperatively with the East Multnomah Soil and Water Conservation District and the U.S. Natural Resources Conservation Service inform landowners about the tax exemption available for riparian restoration and enhancement.

- 52. Work with the Oregon Department of Forestry to effectively enforce existing stream protections in the Forest Practices Act, and request changes in the act when necessary to better protect stream water quality.**

**STRATEGY:** Multnomah County will forward this policy to the Oregon Department of Forestry for their consideration.

- 53. Where a watershed crosses County boundaries, promote cooperation with owners throughout the entire watershed, regardless of jurisdictional lines.**

**STRATEGY:** Multnomah County will work cooperatively with the East Multnomah and Clackamas Soil and Water Conservation Districts and other interested parties in efforts to promote watershed health for the Sandy River and any tributary creeks which cross the County line.

## **NATURAL HAZARDS**

### **Flooding**

The Federal Emergency Management Agency (FEMA) requires local communities to maintain and enforce minimum floodplain management standards in order to be eligible to participate in the National Flood Insurance Program. FEMA accepted floodplain maps compiled by Multnomah County in 1980.

Within the East of Sandy River rural area the only mapped 100-year floodplain lies along the Sandy River. While other areas along various creeks may be subject to minor flooding, they are not mapped -- the floodplain mapping process is designed to concentrate on areas where intensive urban populations and activities occur (example: along Johnson Creek in Southeast Portland), or where flood waters can inundate large areas (example: Sauvie Island), or along major rivers (example: Sandy River). The area

within the 100-year flood zone is designated as a flood hazard area, and pursuant to the Multnomah County Zoning Ordinance, any new construction or substantial improvement to existing construction must meet a set of requirements set forth in the ordinance to ensure safety from flood hazards.

### **Groundwater Levels**

No significant lands within the East of Sandy River rural area have been identified as having a high water table, defined as less than 24 inches below the ground surface.

### **Foundation Conditions**

Foundation conditions refers to how a soil might shrink or swell due to various factors. The ability of a soil type to shrink or swell is affected by moisture, internal drainage, susceptibility to flooding, and the soil's density, plasticity, mineral composition, and texture. Unstable soil conditions in Multnomah County are mapped in the Soil Conservation Service 1983 Soil Survey and in a geological hazards study commissioned by Multnomah County in 1978.

Foundation conditions are rated as severe within those portions of the East of Sandy River rural area which are underlain with Dabney soils (along the Sandy River), Cazadero soils (in the Trout Creek area), the Powell soils (generally on uplands above the Sandy River from Smith Creek to Gordon Creek), and the Bull Run soils with slopes greater than 20% (in the upper watersheds of Sandy River and Columbia River tributaries). Foundation conditions are rated as moderate for areas underlain with Bull Run soils of less than 20% slope (also in the upper watersheds of the Sandy River and Columbia River tributaries), and the Latourell/Multnomah soils (generally the upland area between the bluffs of the Sandy River opposite Troutdale running easterly to Ross Mountain).

Foundation Conditions are one factor considered in the mapping of Slope Hazard areas by Multnomah County (see Slope Hazard section below).

### **Soil Erosion**

The 1983 Soil Conservation Service study of soils provides an inventory of areas subject to soil erosion in Multnomah County. The rate of a soil's erosion is affected by the interaction of climate, soil type, slope, and moisture content. Soil erosion is a natural process which may be accelerated by agricultural practices, logging, and construction activities. Areas rated with high erosion potential in the East of Sandy River rural area are generally those areas with steep slopes in excess of 30%.

Soil erosion potential is one factor considered in the mapping of Slope Hazard areas by Multnomah County (see Slope Hazard section below).

## **Mass Movement**

Mass movement refers to the movement of a portion of the land surface down slope. This includes rock falls, rock slides, and landslides. Susceptibility to mass movement is directly related to two factors -- soil type and steepness of slope. Known landslide sites east of the Sandy River include numerous locations in the Columbia Gorge NSA, and in Oxbow Park along the Sandy River. However, none of the soil types located in the area outside of the Columbia Gorge NSA and east of the Sandy River are associated with major landslide potential.

## **Slope Hazard Areas**

A 1978 engineering study of Multnomah County by Shannon & Wilson established a map of slope hazard areas in Multnomah County. The study established these areas by taking into account the properties of each soil type along with the steepness of slopes. The resulting map is used by Multnomah County to pinpoint development proposals which are located in slope hazard areas. The Multnomah County zoning ordinance requires a geo-technical report prepared by a qualified geologist be submitted and accepted prior to approval of any development proposal in a slope hazard area. Within the East of Sandy River rural area, slope hazard areas are widely dispersed.

## **Seismic Hazards**

Seismic monitoring stations were installed in the Portland area in 1980. The Portland area has a complex tectonic structure which includes faults that may be associated with past earthquake activity. The U.S. Geological Survey and the Oregon Department of Geology and Mineral Industries are currently producing maps delineating the regional geology and potential for ground motion in the Portland Metropolitan Area. However, none of the East of Sandy River rural area has yet been mapped, as the concentration to date has been on mapping for urban and future urban areas. The Multnomah County building code now requires construction methods which make buildings more earthquake-proof.

## **(NO HAZARDS POLICIES PROPOSED)**

### **PUBLIC FACILITIES**

#### **Schools**

This area is served by two school districts. The Corbett School District serves the majority of the area. The eastern-most area is served by the Bonneville School District.

A new Corbett Elementary School has been built on the same site as the Middle and High schools. The new elementary school has a capacity of 425 and will accommodate grades K-6. The old Springdale school at 32405 E. Historic Columbia River Hwy and the

Corbett elementary school at 36115 E Historic Columbia River Hwy closed September of 1996, when the new school was opened. The School District is considering the disposition of these old school sites (SEE DISCUSSION UNDER RURAL CENTER).

### **Fire Protection & Emergency Services**

The plan area is serviced by the Multnomah County Rural Fire Protection District #14 and the Ranger District in the forest lands. Currently RFPD #14 has stations in Corbett, Springdale and Aims, and works in cooperation with the State Division of Forestry and the US Forest Service. The Fire District has indicated that it has adequate resources to provide excellent fire service to the East of Sandy River Rural Area. The Fire District has requested that it review all proposed driveways to new homes in order to ensure that it can adequately serve these new homes with its trucks and equipment.

### **Water Service**

The Corbett Water District serves the northern part of the plan area, along with the Columbia River Gorge National Scenic Area east to Crown Point. The service area includes 22 square miles. According to the master plan, the existing treatment plant is adequate for current and future needs and there is no imminent future expansion anticipated for the water district. The area south of Gordon Creek is not within the water district and is served by wells. There have been no identified problems with ground water supply in this area.

### **Sewage Disposal**

There is no sanitary sewer service available to the areas within the East of Sandy River Rural Area Plan. The County Sanitarian (the City of Portland provides Sanitarian Service for unincorporated areas) generally requires a minimum lot size of 20,000 square feet if the property is served by a public water supply. If the property is served by a well, the sanitarian generally requires 2 acres. The system should be located 100' from the well, and 100 feet from the bank of a creek or river or the mean yearly water mark.

### **Electricity and Telephone**

The Corbett community has historically had problems with downed power and telephone lines due to chronic high winds from the Columbia Gorge. In addition, such power lines detract from the scenic qualities of the Columbia Gorge National Scenic Area. The community has expressed interest in the undergrounding of utilities, but such undergrounding is expensive, especially in a rural area of dispersed home sites.

### **Police Protection**

In addition to responding to calls in the rural areas, the Multnomah County Sheriff's Department has frequent calls to the recreational areas during the peak season which requires more personnel time and patrol vehicles. The Federal Government currently



contracts with Multnomah County to provide police protection to the National Scenic Area as well. The Sheriff's Department would like to establish more of a presence in the East of Sandy River area and work towards a shorter response time.

### **Ambulance Service**

American Medical Response is the carrier for all of Multnomah County. The closest ambulance for the East of Sandy River Rural Area would be dispatched from Gresham. The contract with Multnomah County states that the response time to the East of Sandy River area will be 20 minutes except for the areas in the Bull Run Watershed which is on a "best effort" response time. The County also has life flight available if the bridges were out of service.

### **POLICIES**

- 54. Coordinate planning and development review activities with the County Sheriff's Department to ensure that services are provided in a cost effective manner, including support of a Sheriff's substation east of the Sandy River.**

**STRATEGY:** Multnomah County shall forward all development proposals to the County Sheriff for review regarding effects on police services.

- 55. Coordinate planning and development review activities with the Corbett School District to ensure adequate school facilities that serve local needs and proper disposition of old school sites.**

**STRATEGY:** Multnomah County shall forward all development proposals to the Corbett School District for review regarding effects on school services

- 56. Require development east of the Sandy River to meet fire safety standards, including driveway and access way standards.**

**STRATEGY:** Multnomah County shall forward all development proposals to the Rural Fire Protection District for review regarding effects on fire services.

- 57. Support the Corbett Fire District's (RFPD #14) provision of emergency services.**

**STRATEGY:** Multnomah County shall provide support to the fire district if requested.

- 58. Require proposed development to be supplied either by a public or private water system with adequate capacity.**

**STRATEGY:** Multnomah County shall forward all development proposals to the Corbett Water District for properties within its boundaries for review regarding effects on water services and shall have all development proposals outside of the Corbett Water District boundaries be reviewed for adequate well water supply.

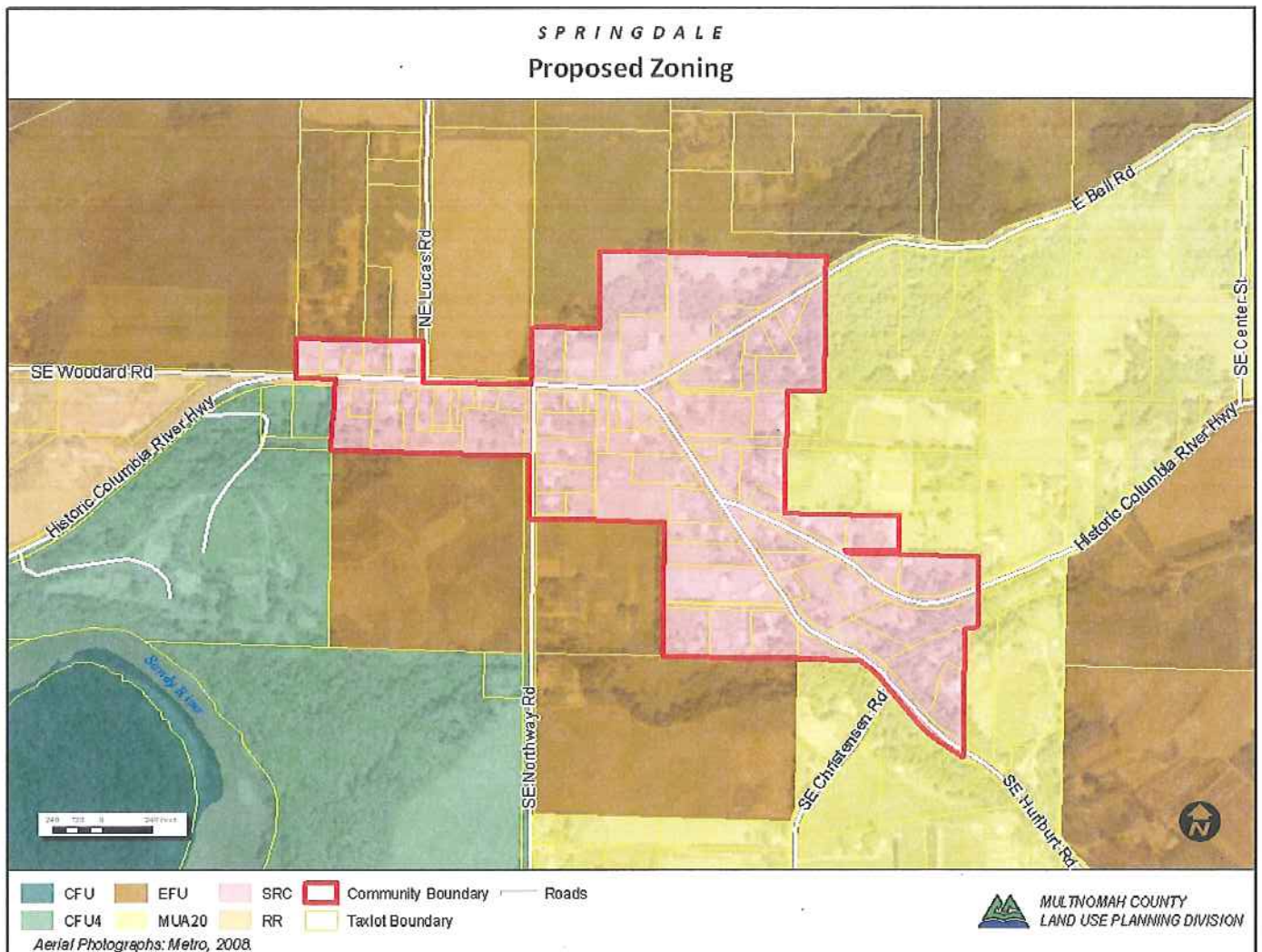
**59. Work with the Corbett Water District to determine the maximum level of development which can be served by the District's existing water supply.**

**STRATEGY:** Multnomah County shall provide assistance to the Corbett Water District if requested to make this determination.

**60. Study costs and benefits of burying power lines to provide more secure power service during emergency situations and improve scenic qualities.**

**STRATEGY:** Multnomah County shall study the costs and benefits of burying power lines in the Corbett community in conjunction with utility and telephone service providers and community representatives.





**Previous zoning: Rural Center (RC)**  
**Proposed: Springdale Rural Center Zoning District (SRC) and Community Boundary**



