

Appendix 7: Consistency with Statewide Planning Goals

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Introduction

Appendix 7 – State planning statutes requires Comprehensive Plan Amendments to comply with state land use goals. The Sauvie Island / Multnomah Channel plan update is a sub-plan of the Multnomah County Comprehensive Framework Plan and as such, must also comply with all applicable state planning goals.

Section I: Consistency with Statewide Planning Goals

The state of Oregon's 19 statewide planning goals are a cornerstone of the Oregon Land Use Program. The goals are the state's policies on land use and related topics. The goals are often accompanied by guidelines, which are not mandatory.

Local plans must comply with applicable planning goals. Compliance is reviewed by the Oregon Department of Land Conservation and Development (DLCD). If DLCD determines that a proposed amendment may not comply, the Department may appeal the County decision to adopt the plan.

Appeals are filed with the Oregon Land Use Board of Appeals (LUBA) within 21 days of the County's final hearing adopting the proposed amendments. Citizens may also appeal the plan to LUBA. If the plan amendment is not appealed within 21 days of adoption, then the amendment is considered acknowledged.

Goals 1 through 15 are addressed below. Goals 16 through 19 are not listed because they are only applicable in coastal communities. Goals 4, 8, 9 and 10 are also not applicable and an explanation as to why is provided below. Applicable goals are paraphrased below followed by findings of compliance with respect to this plan update. The full text of the planning goals is found in their respective implementing Oregon Administrative Rules (OARs).

Goal 1: Citizen Involvement [OAR 660-015-0000(1)]:

The Goal 1 guidelines generally require counties to:

- *Develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.*
- *Adopt and publicize a program for citizen involvement that clearly defines the procedures by which the general public will be involved in the on-going land-use planning process.*
- *Develop a citizen involvement program appropriate to the scale of the planning effort that provides for continuity of citizen participation.*
- *Provide for widespread citizen involvement.*
- *Assure effective two-way communication with citizens.*
- *Provide opportunity for citizens to be involved in all phases of the planning process.*
- *Insure that technical information is available in an understandable form.*
- *Insure that citizens will receive a response from policy-makers.*
- *Insure funding for the citizen involvement program.*

Findings:

1. The County Board of Commissioners appointed a Community Advisory Committee (CAC) of 18 community members who primarily live and work in the SIMC plan area. The CAC met 13 times over the course of 14 months to discuss topic specific aspects of the plan update. Further, technical subcommittees held over 15 topic specific meetings with the task of making recommendations and presenting background information to the full CAC. The topical subcommittees were comprised of technical experts and two or three CAC members. Both the CAC meetings and the TAC meetings were open to the public and opportunity for public comment was given at all meetings.
2. County staff maintained a website that included updated meeting dates and materials. Interested community members were able to sign up for updates via email. The email list grew to over 350. A mailing list consisting of property owners, residents, and interested individuals was maintained throughout the planning process – that list grew to more than 700 addresses. Mailings advertised the planning process, the email list, and public open houses as well as upcoming hearings. People were able to submit written testimony at all times throughout the planning process.
3. Three open houses were held throughout the planning process. All three open houses were combined with briefings to the Planning Commission to provide updates to the Commission and the community and to allow for public input into the planning process and policy direction.
4. The planning effort was funded by the Board of County Commissioners through the budgeting process. Funding included hiring the Winterbrook Planning team to assist in the public engagement program, technical background reports and the SIMC plan.
5. The Community Involvement Plan was based on an extensive Scoping Report prepared by CH2M Hill and County Staff in 2013. The Scoping Study included interviews with residents and business, as well as those who live outside the planning area but who visit Sauvie Island and the Multnomah Channel for recreational or educational activities. The broad categories of issues identified are addressed in this plan. The outreach plan was designed to address the five topic areas and targeted activities to support decisions on each of these topics. At the same time it recognized the general interest in the plan and provided opportunities for interested community members to follow the progress of the plan and provide input on the areas in which they are interested. An over-arching theme of the plan is to maintain the rural character of the Island while recognizing the more intensive uses along the Multnomah Channel, and to do so within the framework of applicable statewide planning goals and laws. The County’s ability to address all issues raised by the CAC or its various subcommittees was in some cases limited by applicable state statutes, goals and administrative rules. Nevertheless, the process resulted in the development of a plan that is tailored to the needs of the community, ensures an internally consistent, integrated set of inventories and policies that systematically address issues raised in the Scoping Report. The outreach program included structured activities related to general and specific topic areas. The program included hosting core community activities including:
 - Community Advisory Committee
 - Technical Advisory Committee
 - CAC Subcommittees

- Planning Commission Briefings and Open Houses
 - Mailers and email updates
 - Other Community Outreach
6. Though the Community Advisory Committee was generally representative of the community, additional creative outreach strategies were included in the program to gain input on policies from the broader community. A very useful outreach method was conducting focus groups with community members from around the SIMC area. Focus groups were targeted to young families that live in the SIMC area, as well as people who reside but do not work in the plan area.

Sauvie Island Academy:

A strong partnership with the Sauvie Island Academy (SIA) further enhanced outreach efforts, which included faculty and students. Through place-based education, SIA offers a curriculum that integrates the natural environment into the student’s education giving them the ability to become stewards of the environment. In the update to the SIMC plan, County staff worked with a "field study class of 6th-8th graders to educate them on the history of Oregon Land Use (relating to Sauvie Island and Multnomah Channel). The students went on various tours of the island, which included stops at Colombia Farms, Bella Organic Farms, the Sauvie Island Fire Station, and the County Park & Ride lot. The students focused on the following question; “how can we make Sauvie Island and The Multnomah Channel an equitable, accessible place for everyone to live, work, and play?” The students developed surveys that were distributed to people who live, work and play within the plan area. The analysis was summarized in a short video that was shown to the public and the Planning Commission.

Creative online surveys:

Two online surveys were created to capture community perceptions and feedback. A “defining rural character” visual preference survey was created during the beginning of the process to capture what places, words, and photos depicted rural character for the SIMC area. The data was analyzed to determine the differences between people who live in the plan area and visitors. In addition, online policy polls were created near the end of the process for the community to give feedback to staff on policy intent. The policy polls are in conjunction with a community conversation board that was placed in the park and ride lot at the base of the Sauvie Island Bridge.

Community Conversation Board:

Inspired by artist, Candy Chang, the community conversation board combines art and planning into a place-making technique that conjures positive responses and fosters a sense of unity within the community. The board was initially placed at the Park & Ride location, and was intended to encourage people to take the online policy polls. The photo above is the design of the board. The white space is a white board where people can write why they love Sauvie Island.

Planning Commission Briefings and Community Open Houses:

The project team provided periodic project updates to the Planning Commission on the planning effort. This approach informed the Planning Commission of the latest discussion topics and overall progress of the committees well in advance of the public hearing process. Two Planning Commission members also participated in the CAC and subcommittee meetings. The project

team hosted open houses prior to the scheduled Planning Commission briefings. The Open Houses coincided with Planning Commission meetings in January, March and June of 2014. Other Community Outreach:

The project team hosted a number of other opportunities for community members to get updates about and provide input into the project including, regular mailings, email updates, and press releases. County staff also attended the Sauvie Island Community Association Community fair in April, 2014 to provide information and answer questions from Community members.

Goal 2: Land Use Planning [OAR 660-015-0000(2)]:

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. City, county, state and federal agency and special district plans and actions related to land use shall be consistent with the comprehensive plans of cities and counties and regional plans adopted under ORS Chapter 268. All land use plans shall include identification of issues and problems, inventories and other factual information for each applicable statewide planning goal, evaluation of alternative courses of Concern.

Findings:

1. The SIMC Rural Area Plan update is a subchapter of the County's previously acknowledged Comprehensive Framework Plan. The SIMC plan must comply with current state law.
2. In the fall of 2013, County Land Use and Transportation planning staff in coordination with Winterbrook Planning, began to prepare an update to the 1997 SIMC Plan. In the early stages of the update process, the following CAC subcommittees were established to address the topical issues raised in the Scoping Study:
 - Agriculture and Agri-Tourism
 - Multnomah Channel – Marinas and Floating Homes
 - Natural and Cultural Resources
 - Public and Semi-Public Facilities
 - Transportation
3. Subcommittees were comprised of representatives from the CAC as well as select TAC members. Each subcommittee met at least twice (the Marinas and Floating Homes Subcommittee met four times), reviewed draft background reports (included as appendices to the 2014 SIMC Plan), and made specific recommendations to the full CAC. The CAC then made recommendations for changes to the policies of the 1997 SIMC Plan.
4. Oregon's Statewide Planning Goals and implementing "administrative rules" apply when local comprehensive plans are adopted or amended. The SIMC Plan is part of the Multnomah County Comprehensive Plan; therefore, any amendments to the SIMC Plan must comply with applicable Statewide Planning Goals, rules and statutes. Appendix 7: Compliance with Applicable Statewide Planning Goals provides findings explaining how proposed amendments to the SIMC Plan so comply.
5. Staff summarized the results of the scoping report in a May 6, 2013 Memorandum to the Planning Commission by identifying specific issues that need to be addressed in the SIMC Plan

update. Based on the number and variety of issues, several of which are new or more pronounced than in 1997, as well as the high level of community interest, staff recommended updating the RAP. The plan includes a vision statement, background information, composite inventory and zoning maps and land use and transportation policies. The SIMC Plan is organized based on the subject areas addressed in background reports considered by relevant subcommittees and the CAC.

6. The following chapters address the substantive themes covered in the background reports: Agriculture and Agri-Tourism; Marinas and Floating Homes; Natural and Cultural Resources; Public and Semi-Public Facilities; and Transportation.
7. Each substantive chapter includes an introduction, a summary of background information, a description of the issues to be addressed, and proposed policies related to these issues. This plan provides general discussion and overview of the issues and plan policies. Detailed technical overviews of the issues are found in the background reports, Appendices 1 through 7.
8. The following appendices provide the detailed substantive and procedural information leading up to and supporting the adoption of the SIMC Plan:
 - Appendix 1: Sauvie Island – Multnomah Channel Scoping Report
 - Appendix 2: Agriculture and Agri-Tourism Background Report
 - Appendix 3: Marinas and Floating Homes Background Report
 - Appendix 4: Natural and Cultural Resources Background Report
 - Appendix 5: Public and Semi-Public Facilities Background Report
 - Appendix 6: Transportation Background Report
 - **Appendix 7: Consistency with Applicable Statewide Planning Goals**

Goal 3: Agricultural Lands [OAR 660-015-0000(3)]:

GUIDELINES

1. *Urban growth should be separated from agricultural lands by buffer or transitional areas of open space.*
2. *Plans providing for the preservation and maintenance of farm land for farm use, should consider as a major determinant the carrying capacity of the air, land and water resources of the planning area. The land conservation and development actions provided for by such plans should not exceed the carrying capacity of such resources.*

B. IMPLEMENTATION

1. *Non-farm uses permitted within farm use zones under ORS 215.213(2) and (3) and 215.283(2) and (3) should be minimized to allow for maximum agricultural productivity.*
2. *Extension of services, such as sewer and water supplies into rural areas should be appropriate for the needs of agriculture, farm use and non-farm uses established under ORS 215.213 and 215.283.*
3. *Services that need to pass through agricultural lands should not be connected with any use that is not allowed under ORS 215.203, 215.213, and 215.283, should not be assessed as part of the farm unit and should be limited in capacity to serve specific service areas and identified needs.*
4. *Forest and open space uses should be permitted on agricultural land that is being preserved for future agricultural growth. The interchange of such lands should not be subject to tax penalties.*

Findings:

1. No new uses are proposed for the Exclusive Farm Use (EFU) zone.
2. Proposed policies recommend standards addressing the location and extent of farm stands and promotional activities.
3. Proposed policy recommends Code updates recommending coordination and code definitions addressing mass gatherings and other gatherings.
4. Proposed policy recommends against adoption of optional agri-tourism standards for the SIMC plan area.

Goal 4: Forest Lands [OAR 660-015-0000(4)]:

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.

Forest lands are those lands acknowledged as forest lands as of the date of adoption of this goal amendment. Where a plan is not acknowledged or a plan amendment involving forest lands is proposed, forest land shall include lands which are suitable for commercial forest uses including adjacent or nearby lands which are necessary to permit forest operations or practices and other forested lands that maintain soil, air, water and fish and wildlife resources.

Not Applicable:

1. Forest lands in Multnomah County are under the Commercial Forest Use (CFU) zone designation. There are no CFU lands within the SIMC plan area. Goal 4 is not applicable in the SIMC plan area.

Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces [OAR 660-015-0000(5)]:

To protect natural resources and conserve scenic and historic areas and open spaces. Local governments shall adopt programs that will protect natural resources and conserve scenic, historic, and open space resources for present and future generations. These resources promote a healthy environment and natural landscape that contributes to Oregon's livability.

The following resources shall be inventoried:

- a. Riparian corridors, including water and riparian areas and fish habitat;
- b. Wetlands;
- c. Wildlife Habitat;
- d. Federal Wild and Scenic Rivers;
- e. State Scenic Waterways;
- f. Groundwater Resources;
- g. Approved Oregon Recreation Trails;
- h. Natural Areas;
- i. Wilderness Areas;
- j. Mineral and Aggregate Resources;
- k. Energy sources;

I. Cultural areas.

Local governments and state agencies are encouraged to maintain current inventories of the following resources:

a. Historic Resources;

b. Open Space;

c. Scenic Views and Sites.

Following procedures, standards, and definitions contained in commission rules, local governments shall determine significant sites for inventoried resources and develop programs to achieve the goal.

Findings:

1. Goal 5 requires local governments to inventory and protect significant natural and cultural resources. Over the years, this general goal has been interpreted by two administrative rules: the “old” (1986-1995) and the “new” (1996-present) Goal 5 rules.¹
2. When the County Comprehensive Framework Plan was reviewed by the Land Conservation and Development Commission in the early 1980s, the County was subject to the “old Goal 5 rule” – OAR Chapter 660, Division 016. During the 1980s and 1990s the County completed the Goal 5 process for wildlife habitat and aggregate resources using the old Goal 5 rule.
3. Except for cultural resources which remain subject to the old Goal 5 rule (OAR Chapter 660, Division 016), any amendments to the SIMC Plan are subject to the “new Goal 5 rule” – OAR Chapter 660, Division 023.
4. Multnomah County has applied Goal 5 to three types of resources in the SIMC plan area: wetlands, historic resources and scenic areas. Multnomah County’s natural and cultural resource protection program relies on the SEC overlay zone to protect significant wetlands and scenic areas, and the Willamette River Greenway overlay to protect resources along the Multnomah Channel. The WRG overlay protects significant natural and cultural resources within its boundaries (150’ of the ordinary low water line).
5. An effective natural and cultural resource conservation program typically has additional components that rely on collaborative community processes. For example:
 - Conservation groups and community organizations, including the West Multnomah Soil & Water Conservation District, the Sauvie Island Habitat Partnership, the Sauvie Island Grange, The Wetlands Conservancy and the Sauvie Island Academy have been actively promoting voluntary, incentive-based programs to identify, restore and enhance natural resources within the SIMC planning area.
 - There are also voluntary programs that place natural resource sites in conservation easements – which ensure long-term protection of such resources by private property owners. These programs are typically managed by groups such as The Wetlands Conservancy, the Columbia River Land Trust, and the National Resource Conservation Service.
 - Finally, the Oregon Department of Fish and Wildlife, Oregon State Parks, the Department of State Lands and Metro are responsible for managing natural and cultural resources on public land on the Island and in Multnomah Channel.

¹ As noted in Section 0250 of the new Goal 5 rule: *(1) This division replaces OAR 660, Division 16, except with regard to cultural resources * * *. Local governments shall follow the procedures and requirements of this division * * * in the adoption or amendment of all plan or land use regulations pertaining to Goal 5 resources. The requirements of Goal 5 do not apply to land use decisions made pursuant to acknowledged comprehensive plans and land use regulations.*

6. The new Goal 5 Rule, OAR Chapter 660, Division 023 interprets Goal 5 and would apply to any SIMC Plan amendments proposed by the County. Generally, the rule requires that the County conduct a valid inventory (location, quality and quantity of the resource sites); identify conflicting uses and activities; evaluate the ESEE (economic, social, environmental and energy) consequences of alternative protection programs (full protection, limited protection or no protection); and then adopt a program to achieve the Goal (consisting of plan policies and implementing land use regulations or incentive programs). Alternatively, the County can elect to apply 'safe harbor' provisions that apply an prescriptive protection scheme to certain resources.
7. SIMC **Policy 3.2** directs planning staff to extend the Wildlife tax deferral if possible to MUA-20 zoned land (residential zone with 20 acre minimum), through code amendments and coordination with the County Department of Assessment, Recording, and Taxation. Currently, the wildlife tax deferral are only allowed on EFU lands since that was the only zone allowed to receive the deferral when the program was first adopted.
8. **Policy 3.3** ensures that NOAA Fisheries will be consulted during the development of standards for protection of fish and riparian habitats in the Multnomah Channel and its tributaries.
9. **Policy 3.4** states, '*Update the inventory of surface water resources and associated riparian areas in compliance with Goal 5 requirements. Apply the Significant Environmental Concern overlay to significant wetlands (SEC-w) and streams (SEC-s) in the planning area.*' To implement this policy, the county will need to update the inventory of wetlands in the plan area using the current significance methodology as required by DLCD rules. The SEC-s overlay would likely be applied to the Multnomah Channel and the Columbia River through the safe harbor provisions allowed by rule. Along areas of the Willamette/Multnomah Channel the Willamette River Greenway overlay applies. The Willamette River Greenway addresses state Goal 15. Application of the SEC-s overlay within areas that are also covered by the Willamette River Greenway zone will need to be done in a way that recognizes that where any conflicts between the two overlays would occur, the code is clear that the Greenway standards will control (in compliance with OAR 660-023-0240).
10. **Policy 3.5** recognizes habitat restoration and enhancement projects that are conducted by resource protection agencies. The policy directs the County to explore code exemptions and process efficiencies that would identify any unnecessary regulatory barriers to restoration and enhancement efforts by partner agencies and make changes to the code and/or processes accordingly while upholding the County's state and federal regulatory mandates.
11. The appropriate use of outdoor lighting minimizes detrimental effects that artificial lighting can have on wildlife. **Policy 3.7** commits the county to develop a 'dark sky' ordinance. The subcommittee and the CAC fully support the development of a dark skies ordinance. While such an ordinance is currently being developed, the policy is a statement of support for such measures.
12. **Policy 3.9** requires the County to develop a program to, '*Coordinate with Native American tribes and the Oregon State Historic Preservation Office (SHPO) to adopt a program to inventory, recover and protect archaeological and cultural resources and prevent conflicting uses from disrupting the scientific value of known sites. Adopt a process that includes timely notice to tribes and SHPO of applications that could impact cultural resource sites, and develop standards to evaluate comments received from the tribes and SHPO.*' The County currently implements a similar program within the Columbia River Gorge National Scenic Area and would likely apply similar standards and processes within the SIMC Plan Area. **Policies 3.10 and 3.11** will compliment this program by requiring reporting of the discovery of archaeological resources and by encouraging the consideration of alternative sites that would result in less impact to natural and/or cultural resources.

13. **Policy 3.13** applies to the ongoing effort to rehabilitate Sturgeon Lake. Multnomah County is a partner agency in this effort.
14. **Policy 3.14** directs Vector Control staff to coordinate with ODFW on pest control activities within the plan area.
15. **Policy 3.15** prohibits dredging spoils in wetlands and is only allowed if not detrimental to wildlife.
16. **Policy 3.16** requires the County Road maintenance procedures that minimize impacts to wildlife.
17. The County is currently in the process of updating the Comprehensive Framework Plan and may apply additional resource protections and/or regulatory schemes as part of the Goal 5 compliance component of the plan update.

Goal 6: Air, Water and Land Resources Quality [OAR 660-015-0000(6)]:

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

Findings:

1. Goal 6 is implemented by Comprehensive plan policies to protect air, land and water resource quality. Generally, these policies rely on coordination with the Department of Environmental Quality (DEQ) for their implementation. Specific code standards include requirements for addressing storm water runoff from impervious surfaces, grading and erosion control standards, Significant Environmental Concern standards and Greenway (Goal 15) requirements.
2. **Policy 2.1** prohibits additional floating homes beyond existing approvals.
3. **Policy 2.1(b)** commits the County to develop standards for reconfigurations of moorages – the standards would be developed in consultation with NOAA fisheries in order to identify and implement best practices to ensure healthy fish habitat.
4. **Policy 2.1(d)** commits the County to develop standards for the safe collection sewage from floating homes and live-aboard boats.
5. **Policy 3.4** commits the County to update the surface water resources inventory, and associated riparian areas, and apply appropriate protections to water resources.

Goal 7: Areas Subject to Natural Hazards [OAR 660-015-0000(7)]:

In adopting plan policies and implementing measures to protect people and property from natural hazards, local governments should consider:

- a. the benefits of maintaining natural hazard areas as open space, recreation and other low density uses;*
 - b. the beneficial effects that natural hazards can have on natural resources and the environment;*
 - and*
 - c. the effects of development and mitigation measures in identified hazard areas on the management of natural resources.*
- 2. Local governments should coordinate their land use plans and decisions with emergency preparedness, response, recovery and mitigation programs.*

Findings:

1. The primary Goal 7 natural hazard in the SIMC plan area is flooding. Flood hazards are primarily addressed by the County's implementation of the flood hazard overlay and associated standards as part of the county's participation in the FEMA Flood Insurance Program.
2. The Subcommittee raised concerns about earthquakes and human-made hazards including gas pipelines, railroad crossing blockages, coal dust (from rail cars) and oil spills (from rail cars). The county Office of Emergency Management is the lead County Department for hazards and disaster planning.
3. **Policy 5.10** commits the County to work with the Oregon Office of Emergency Management, Multnomah County Emergency Management and Multnomah County rural fire protection district to ensure that the transportation system supports effective responses to emergencies and disasters. This will primarily be implemented through the Transportation System Plan update.
4. The County is currently in the process of updating the Comprehensive Framework Plan and may apply additional regulatory schemes as part of the Goal 7 compliance component of the plan update.

Goal 8: Recreational Needs [OAR 660-015-0000(8)]:

To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts. The requirements for meeting such needs, now and in the future, shall be planned for by governmental agencies having responsibility for recreation areas, facilities and opportunities: (1) in coordination with private enterprise; (2) in appropriate proportions; and (3) in such quantity, quality and locations as is consistent with the availability of the resources to meet such requirements. State and federal agency recreation plans shall be coordinated with local and regional recreational needs and plans.

Not Applicable:

1. While the SIMC plan area does provide plenty of recreational opportunities for residents and visitors, Goal 8 is specific to the siting of destination resorts. Goal 8 prohibits siting of destination resorts within 24 air miles of an urban growth boundary – The entirety of the SIMC plan area is located within 24 air miles of an urban growth boundary. Goal 8 is not applicable in the SIMC plan area.

Goal 9: Economic Development [OAR 660-015-0000(9)]:

To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens. Comprehensive plans and policies shall contribute to a stable and healthy economy in all regions of the state. Such plans shall be based on inventories of areas suitable for increased economic growth and activity after taking into consideration the health of the current economic base; materials and energy availability and cost; labor market factors; educational and technical training programs; availability of key public facilities; necessary support facilities; current market forces; location relative to markets;

availability of renewable and non-renewable resources; availability of land; and pollution control requirements. Comprehensive plans for urban areas shall...

Not Applicable:

1. Goal 9 is concerned with the planning and siting of commercial and industrial zones in urban areas, so Goal 9 is not applicable within the SIMC plan area. The EFU zone provides for the agriculture as a primary economic activity within the plan area while the RC zone located at the base of the Suavie Island Bridge provides for limited commercial to serve tourists and residents of the rural area. Further, home occupations and certain conditional uses can provide additional opportunities for residents to earn income.

Goal 10: Housing [OAR 660-015-0000(10)]:

To provide for the housing needs of citizens of the state. Buildable lands for residential use shall be inventoried and plans shall encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density. Buildable Lands -- refers to lands in urban and urbanizable areas that are suitable, available and necessary for residential use.

Not Applicable:

1. While there are limited housing options in the states rural areas, housing as a need is a function served by the state's urban areas. Goal 10 is applicable in urban areas only. Housing needs and housing variety are provided for within Urban Growth Boundaries.

Goal 11: Public Facilities and Services [OAR 660-015-0000(11)]:

Urban and rural development shall be guided and supported by types and levels of urban and rural public facilities and services appropriate for, but limited to, the needs and requirements of the urban, urbanizable, and rural areas to be served.

Local governments shall not allow the establishment or extension of sewer systems outside urban growth boundaries or unincorporated community boundaries, or allow extensions of sewer lines from within urban growth boundaries or unincorporated community boundaries to serve land outside those boundaries, except where the new or extended system is the only practicable alternative to mitigate a public health hazard and will not adversely affect farm or forest land.²

Public facilities and services for rural areas should be provided at levels appropriate for rural use only and should not support urban uses.

Findings:

1. Public facilities in the SIMC rural plan area are limited primarily to roads. Sanitation facilities are limited to private systems serving existing homes and facilities. The Burlington Water District

² Subject to a Goal 11 exception.

serves some parcels along the west side of the Multnomah Channel and the District implements their updated master plan within the District.

2. Other public facilities are limited to state and regional parks and wildlife refuges, a public school and the Sauvie Island Fire station.

Goal 12: Transportation [OAR 660-015-0000(12)]:

To provide and encourage a safe, convenient and economic transportation system.

A transportation plan shall

- (1) consider all modes of transportation including mass transit, air, water, pipeline, rail, highway, bicycle and pedestrian;*
- (2) be based upon an inventory of local, regional and state transportation needs;*
- (3) consider the differences in social consequences that would result from utilizing differing combinations of transportation modes;*
- (4) avoid principal reliance upon any one mode of transportation;*
- (5) minimize adverse social, economic and environmental impacts and costs;*
- (6) conserve energy;*
- (7) meet the needs of the transportation disadvantaged by improving transportation services; (8) facilitate the flow of goods and services so as to strengthen the local and regional economy; and*
- (9) conform with local and regional comprehensive land use plans. Each plan shall include a provision for transportation as a key facility.*

Findings:

1. The road system is planned for through the county's West Side Transportation System Plan (TSP). Updates to the TSP are informed by new transportation policies (Policies **5.1 through 5.12** in particular) included in the SIMC plan update as well as implementing rules.

Goal 13: Energy Conservation [OAR 660-015-0000(13)]:

To conserve energy.

Land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles.

A. PLANNING

- 1. Priority consideration in land use planning should be given to methods of analysis and implementation measures that will assure achievement of maximum efficiency in energy utilization.*
- 2. The allocation of land and uses permitted on the land should seek to minimize the depletion of non-renewable sources of energy.*
- 3. Land use planning should, to the maximum extent possible, seek to recycle and re-use vacant land and those uses which are not energy efficient.*
- 4. Land use planning should, to the maximum extent possible, combine increasing density gradients along high capacity transportation corridors to achieve greater energy efficiency.*
- 5. Plans directed toward energy conservation within the planning area should consider as a major determinant the existing and potential capacity of the renewable energy sources to yield*

useful energy output. Renewable energy sources include water, sunshine, wind, geothermal heat and municipal, forest and farm waste. Whenever possible, land conservation and development actions provided for under such plans should utilize renewable energy sources.

B. IMPLEMENTATION

1. Land use plans should be based on utilization of the following techniques and implementation devices which can have a material impact on energy efficiency:

- a. Lot size, dimension, and siting controls;*
- b. Building height, bulk and surface area;*
- c. Density of uses, particularly those which relate to housing densities;*
- d. Availability of light, wind and air;*
- e. Compatibility of and competition between competing land use activities; and*
- f. Systems and incentives for the collection, reuse and recycling of metallic and nonmetallic waste.*

Findings:

1. Multnomah County Code Chapter 34 implements allows for alternative energy systems associated with residential development.
2. Limitations on the number of dwellings allowed outside the urban growth boundary conserve energy because the overall vehicle miles traveled (VMT) is reduced from the VMT that would result from no limits on residential development in the rural area (rural sprawl).

Goal 14: Urbanization [OAR 660-015-0000(14)]:

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. Urban growth boundaries shall be established and maintained by cities, counties and regional governments to provide land for urban development needs and to identify and separate urban and urbanizable land from rural land. Establishment and change of urban growth boundaries shall be a cooperative process among cities, counties and, where applicable, regional governments.

An urban growth boundary and amendments to the boundary shall be adopted by all cities within the boundary and by the county or counties within which the boundary is located, consistent with intergovernmental agreements, except for the Metro regional urban growth boundary established pursuant to ORS chapter 268, which shall be adopted or amended by the Metropolitan Service District.

Findings:

1. The application of Goal 14 is primarily focused on lands within the urban growth boundary (UGB). The entire SIMC plan area is located outside the UGB and as such urbanization is prohibited within the UGB without an exception to Goal 14.
2. Urban housing density is prohibited on lands outside of the UGB (including lands underlying waterways such as the Multnomah Channel).

3. Exceptions to Goal 14 that would allow for urban housing density are not allowed in a designated Rural Reserve. The entire SIMC plan area is located within a designated rural reserve.
4. **Policy 2.1** makes clear that with adoption of this new plan, no new floating homes are permitted beyond existing approvals. The policy commits the County to amend the Waterfront Uses section of the Multnomah County (specifically MCC 34.6755 – Density) to comply with Policy 2.1 and state Goal 14.

Goal 15: Willamette River Greenway [OAR 660-015-0005]:

To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway.

Findings:

1. From the County Comprehensive Framework Plan: “The Willamette River Greenway is a cooperative management effort between the State and local jurisdictions for the development and maintenance of a natural, scenic, historical, and recreational ‘greenway’ along the Willamette River. The General Plan has been formulated by the Oregon Department of Transportation pursuant to ORS 390.318. The Land Conservation and Development Commission has determined that a statewide planning goal (Goal 15) is necessary not only to implement the legislative directive, but to provide the parameters within which the Department of Transportation Greenway Plan may be carried out. Within those parameters local governments can implement Greenway portions of their Comprehensive Plans.”
2. **Policy 15** of the Comprehensive Framework Plan addresses state Goal 15. Comprehensive Plan Policy 15 follows:
 “POLICY 15 - The County’s policy is to protect, conserve, enhance, and maintain the natural, scenic, historical, agricultural, economic, and recreational qualities of lands along the Willamette River. Further, it is the County’s policy to protect identified Willamette River Greenway areas by requiring special procedures for the review of certain types of development allowed in the base zone that will ensure the minimum impact on the values identified within the various areas. The procedures shall be designed to mitigate any lost values to the greatest extent possible.

STRATEGIES

A. The Willamette River Greenway should be based on the boundaries as developed by the State Department of Transportation. For the County, those areas are generally depicted on the map entitled, “Willamette River Greenway.”

B. The following strategies should be addressed in the preparations of the Community Development Title:

1. The Zoning Code should include:

a. An overlay zone entitled, “Willamette River Greenway,” which will establish an administrative review procedure to implement the requirements of the State of Oregon, Greenway Goal. The overlay zone should contain provisions related to:

- (1) Setback lines for non-water dependent uses;
- (2) A design plan;
- (3) The review procedures;

(4) Specific findings required.

b. Those wetlands and water areas listed on Policy 16, Natural Resources that are located within the Willamette River Greenway should receive a development review procedure comparable to the review procedure established for the Significant Environmental Concern zone.”

3. Multnomah County Code (MCC) 34.5800 through MCC 34.5865 implements the Willamette River Greenway standards in the SIMC plan area.
4. **Policy 3.17** requires an update to the County Goal 15 code standards to update for clarity consistent with implementing rules and statute.