

# Appendix 5: Public & Semi-Public Facilities Background Report

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## Introduction

According to the Sauvie Island Wildlife Area Management Plan:

*“Sauvie Island has become one of the most visited locations in Oregon, even surpassing Crater Lake National Park almost two fold (counts in 2008 - 415,686 visitors at Crater Lake and nearly 800,000 at SIWA). Public use on the wildlife area was 989,361 visitor days in 2009. Due to its close proximity to the Portland Metropolitan Area SIWA staff expects public use to continue to climb. In particular, the beaches of SIWA receive 55% of the total annual public use. Unfortunately, high levels of public use can impact fish and wildlife species through disturbance at critical times in their life cycle or physical alteration of their habitats. Public use can also occasionally exceed the physical capacity of facilities needed to accommodate these uses.”*

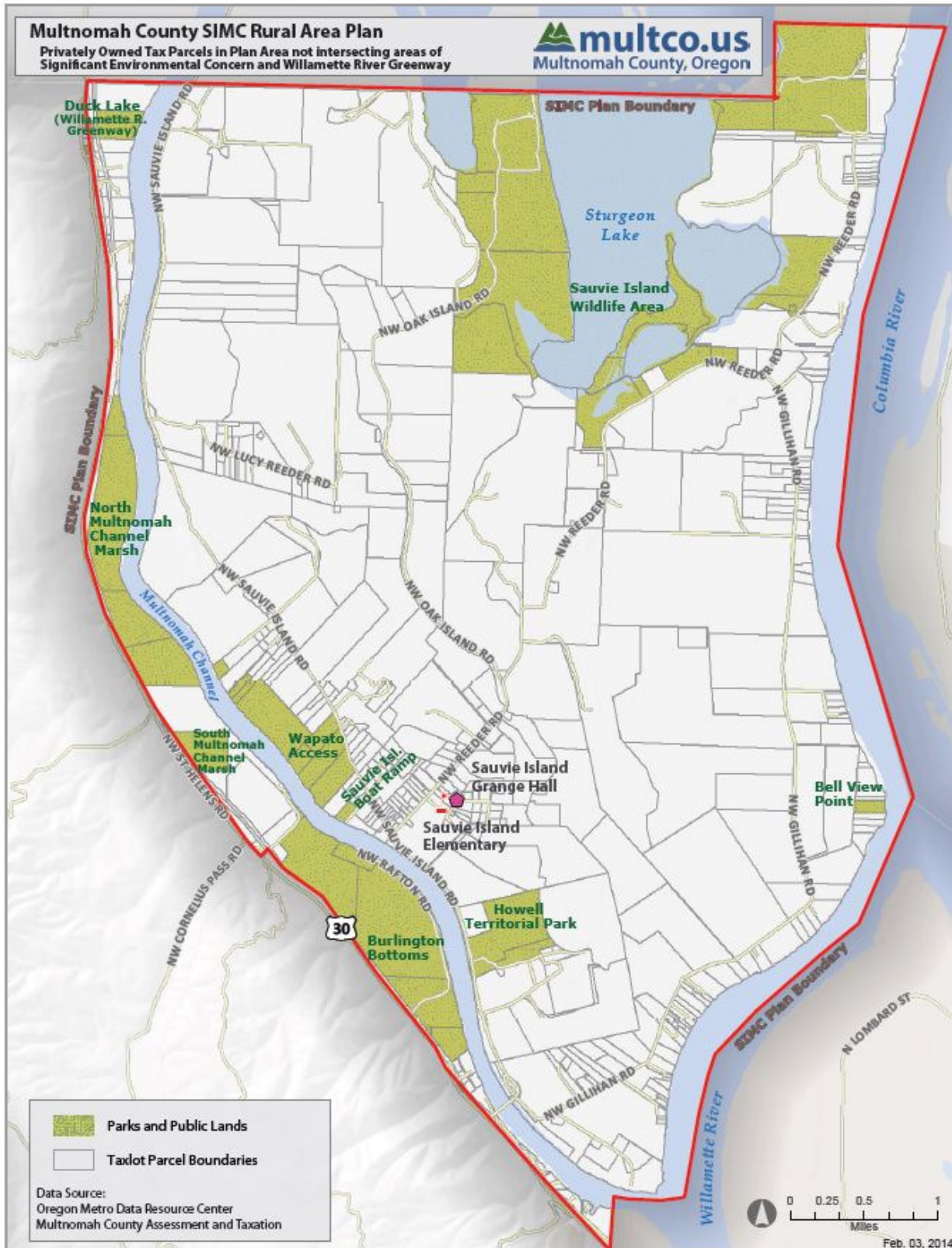
Public and semi-public facilities serve both visitors to Sauvie Island and those who live there. Public facilities include state, regional and local parks, wildlife refuges, schools, utilities and similar publicly-owned facilities. Semi-public facilities are those which serve or pass through the island but are not publicly-owned, such as railroads, the drainage company, natural gas pipeline, farm-worker housing and the grange. The major issue identified by the Public and Semi-Public Facilities subcommittee was traffic and other impacts from increased use of public facilities. Other important issues are identified in Section 1 of this report.

*Appendix 5 – Public and Semi-Public Facilities Background Report* is the sixth of a series of topic-specific background documents that are intended to serve as the factual and analytical basis for the 2013-2014 update of the *Sauvie Island – Multnomah Channel Rural Area Plan and Transportation System Plan* (SIMC Plan).<sup>1</sup>

Appendix 5 identifies public and semi-public facilities within the SIMC planning area – as well as their functions and impacts. As shown on Map 1, the SIMC planning area includes Sauvie Island, the Multnomah Channel, and land between US Highway 30 and the channel.

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<sup>1</sup> This topic area was moved forward for consideration by the full CAC to allow additional time for the Agriculture and Farm Stands Subcommittee to consider the results of a court decision regarding farm stand promotional activities.



Map 1. SIMC Planning Area





## Historical Context

The following statement provides historical context for the SIMC Rural Area Plan:<sup>2</sup>

*“The island was once a center of trade for Native Americans stretching from the Willamette Valley to Idaho and Wyoming. Meriwether Lewis and William Clark, explorers for the young republic of the United States, noted the island during their 1804-06 expedition, calling it Wapato Island after the large beds of arrowhead, or wild potato, growing there. The Native American name for the plant is Wapato.*

*A French-Canadian employee of the Hudson’s Bay Company, Laurent Sauve, for whom Sauvie Island is now named, established the first non-native settlement in 1838—a dairy. Since then, little other than agricultural development has occurred on the island. The channel is mostly a peaceful water way featuring quiet moorages, lush vegetation, plentiful song birds and waterfowl.”*

## Acknowledgments

Appendix 5 resulted in large part from the work and recommendations of the SIMC Community Advisory Committee (CAC), the SIMC Technical Advisory Committee (TAC) and most particularly the Parks, Public Lands and Public Facilities Subcommittee, comprised of select CAC and TAC members who expressed an interest in and knowledge of the issues addressed in this report. Subcommittee members who actively participated in the preparation of this appendix include the following:

### CAC Subcommittee Members

- Angela Schillereff, Island Resident & Business Owner
- Roselie Fulkman, Floating Home Resident

### TAC Subcommittee Members

- Sue Beilke, Oregon Department of Fish and Wildlife
- John Mullen, Oregon Parks and Recreation Department

### Additional Assistance/Participation

- Norvin Collins, Fire Chief, Sauvie Island Fire Department
- Monte Reiser, Captain, Multnomah County Sheriff’s Office
- Darla Meeuwsen, Sauvie Island Academy
- Anne Squire, Floating Home Resident
- Mark Doyle, Burlington Water District
- Julie Samples, Coordinator of the Indigenous Farm worker Project, Oregon Law Center
- Janet Bebb, Principal Regional Planner, Metro
- Jane Hartline, West Multnomah Soil and Water Conservation District
- Tim Larson, Floating Home Resident and CAC member
- Cindy Reid, Island Resident
- Rita Price, Island Resident

The process leading up to these recommendations is documented in Section 5 of this report.

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<sup>2</sup> The quotation is provided courtesy of the Oregon State Marine Board. Please follow this link for the full report to the Willamette River Guide: <http://www.oregon.gov/OSMB/library/docs/willametteriverguide-07/willametteriverguidepdf-multnomahchannel.pdf>

## Public and Semi-Public Facilities Addressed in this Background Report

1. Sauvie Island Wildlife Area
2. Wapato Park
3. Howell Territorial Park
4. J.R. Palensky Wildlife Mitigation Area (formerly known as Burlington Bottoms)
5. Sauvie Island Drainage Company
6. Sauvie Island Academy
7. Burlington Water District
8. Public Safety Facilities (Sauvie Island Fire Department)
9. Sauvie Island Grange #840
10. Railroads (in process)
11. Natural Gas Pipelines
12. Bonneville Power Transmission Lines
13. Seasonal Farm Worker Housing and Services (in process)
14. Navigable Rivers

## Relation of Appendix 5 to the SIMC Plan

The SIMC Plan itself will include a vision statement, plan policies and implementation strategies, plan and zoning maps, and land use regulations for the entire SIMC planning area. The SIMC Plan will also include basic explanatory text and tables, as well as composite inventory maps – but the detailed substantive and procedural information leading up to the adoption of the SIMC Plan is found in the series of appendices listed below. To become effective, the SIMC Plan must be “acknowledged” as complying with all fifteen applicable statewide planning goals; findings documenting compliance with these goals is found in Appendix 7.

The nine appendices listed below will provide the detailed inventory information and analysis, consideration of alternative policy choices, explanation of the reasons for ultimate policy choices, and documentation of the robust community engagement effort that culminated in plan adoption. Section 7 of this document includes a complementary Multnomah Channel vision statement, draft policies and implementation for the Multnomah Channel area that will be incorporated (in some form) into the final SIMC Plan.

Unlike the SIMC Plan, the appendices (background reports) are not intended to serve as policy documents in themselves – but do provide the information required by Statewide Planning Goals 1 (Citizen Involvement) and 2 (Land Use Planning) necessary to support the County’s ultimate policy choices.

- Appendix 1: *SIMC Scoping Report* (CH2M Hill)
- 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 Facilities and Semi-Public Facilities Background Report***
- Appendix 6: *Transportation Background Report*
- Appendix 7: *Consistency with Applicable Statewide Planning Goals*

Focusing on topical areas is useful when identifying and resolving specific issues. However, focusing attention on any specific issue can lose sight of the big picture. For this reason, the CAC will hold a special meeting towards the



end of the community involvement process to consider and integrate the results of each topical appendix. Moreover, the SIMP Plan itself includes a vision statement and a chapter devoted to the big picture – with the intent of fully integrating the series of topical issues and policies into a cohesive and internally consistent rural area planning document.

## Maps & Figures

Appendix 5 includes the following maps and figures for land and water areas within the SIMC planning area which includes all of Sauvie Island, Multnomah Channel and land between the Channel and US Highway 30. Some of the maps and figures listed below will be incorporated into the SIMC Plan.

1. Sauvie Island Parks
  - a. Sauvie Island Wildlife Area (detailed map – showing facilities & parking areas)
  - b. Wapato State Park (draft and approved master plans, parking areas, ramp, etc.)
2. Burlington Water District service areas
3. Public Safety:
  - a. Emergency Services Providers and Facilities
4. Sauvie Island Drainage Company
  - a. Map showing existing & proposed facilities on island)
  - b.
5. Sauvie Island Grange
6. Island Support (Rural Service Center type) Facilities
7. Railroad

Note: The County has prepared a Public and Semi-Public Facilities maps that show most of the items listed above. Some map layers are in process. The project team is working with County GIS to acquire or digitize additional layers.

## Section 1: Key Park & Public Facilities Issues

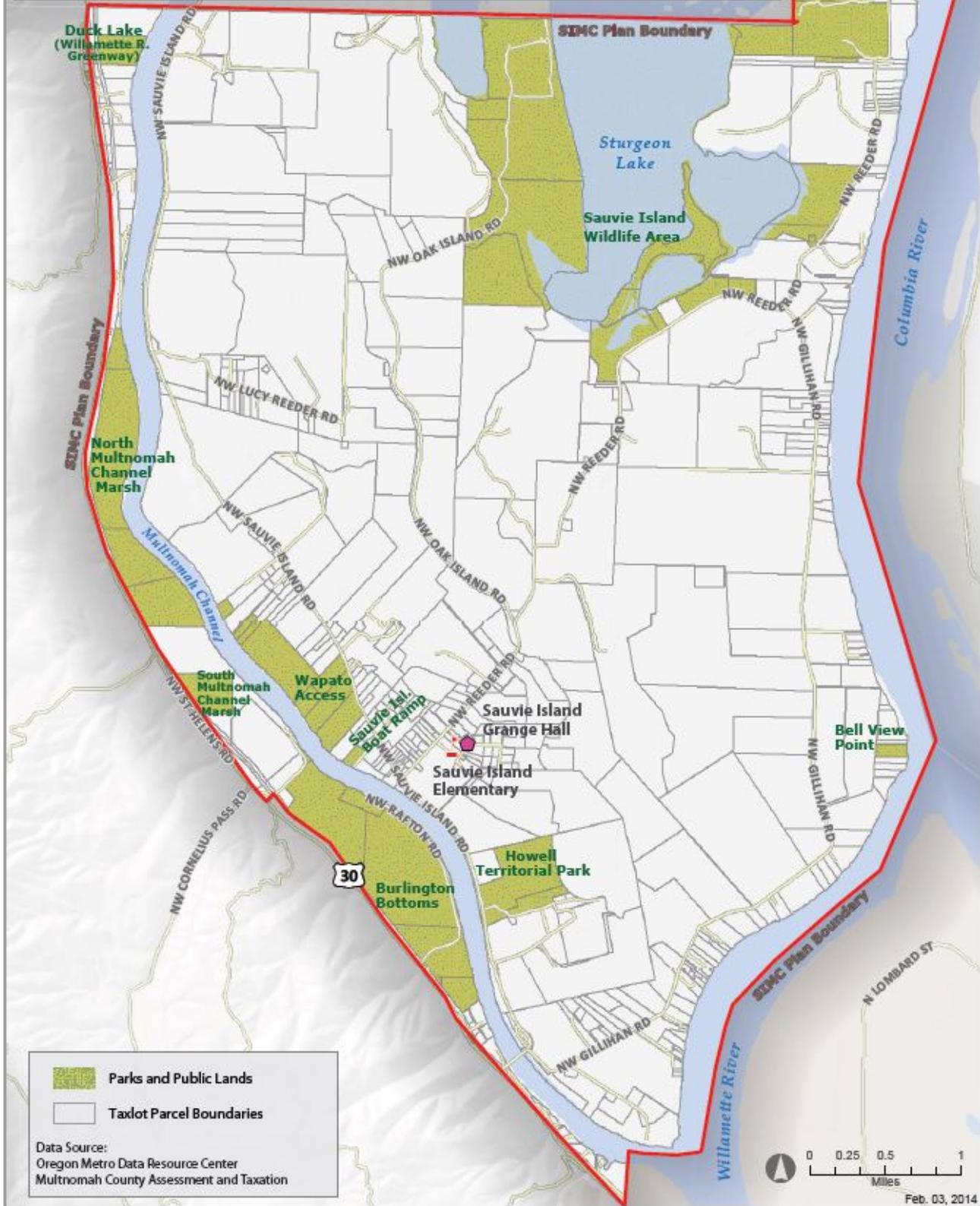
The following issues are quoted directly from the May 6, 2013 staff report to the Multnomah County Planning Commission related to PC-2013-2659 (Scoping Report in support of updating to the 1997 Sauvie Island – Multnomah Channel Rural Area Plan) or were identified by the Public and Semi-Public Facilities Subcommittee.

- Concern regarding the increasing numbers of visitors to Sauvie Island and related issues, such as increased traffic and increased demand on emergency service providers.
- Consider policy acknowledging farm stand role as source of food and incidentals for local residents and tourists – partially fulfilling the role of ‘Rural Center’ uses that are lacking on the island. (Note that new ‘Rural Center’ zones are not possible under the Rural Reserve Designation).
- Consider new RAP policy that promotes coordination with ODFW and Columbia County regarding managing impacts of beach users such as traffic, parking (and parking fees), and litter.
- Consider update to natural disaster policies in RAP that recognize natural gas/petroleum products pipelines that run through the Island and across the Channel.

- Identify needed support facilities for seasonal farm workers and evaluate potential locations and funding options for such facilities.
- Consider policy acknowledging the history, prehistory, and cultural resources of the Island and Channel (Native Americans, Lewis and Clark, settlers, and early farming and dairying).
- New issues identified by subcommittee listed below.
- Increasing the amount of parking at parks could in turn accommodate more visitors. Care should be taken regarding expansion of parking areas at parks. Staff indicates that parking and visitation data is important to help inform the transportation system plan.
- Public safety agencies bear extra burden from high numbers of visitors. There is a desire to increase public safety coverage during high visitation and a desire to seek additional funds for this purpose.
- Consider user fee concept that would help capture visitor impacts to roads and emergency services. User fee could apply to parks and possibly events parking.
- The term carrying capacity should be defined. Perhaps this can be used as a baseline when considering applications for facilities and parks upgrades and/or expansion proposals.
- Wildlife corridors should be considered in order to better accommodate wildlife connectivity. Consider turtle/small animal undercrossing at certain road points. Also consider hedgerows along County right-of-way in certain areas. Staff feels issue should be studied further in both the Transportation and Natural Resources subcommittees. Map data and supporting documentation will be needed in order to develop the concept further.
- There is a need to understand the number of farm workers commuting to the Island. Some outreach is needed in this area.
- Consider electrical transmission lines along the west side of Multnomah Channel as a facility in addition to gas pipeline.
- Policy considering potential for rail disaster should be included along with any disasters and hazards policies.
- Consider policies acknowledging history and pre-history and consult with SHPO regarding whether land-use applications should include notice. Should there be interpretive info at the park and ride?



**Multnomah County SIMC Rural Area Plan**  
 Privately Owned Tax Parcels in Plan Area not intersecting areas of  
 Significant Environmental Concern and Willamette River Greenway



## Sauvie Island Wildlife Area

### 1. Facility Description

The wildlife refuge is located on Sauvie Island in both Multnomah and Columbia Counties and encompasses 11,564 acres of which approximately 2,398 acres are located in Multnomah County. The wildlife area surrounds Sturgeon Lake and is also home to Sauvie Island's public beaches, all of which are in Columbia County. 85% of visitors come to visit the beaches, the remaining uses include hunting, fishing, trapping, hiking, wildlife viewing, and educational activities.

SIWA was established in 1947 with primary objectives of protecting and improving waterfowl habitat and providing a public hunting area. Managing waterfowl habitat and providing public hunting programs continue to be the main management priorities of SIWA staff. However, there are several major challenges facing the wildlife area today, including a dramatic increase in public use, an ever increasing wintering population of geese, developing new wetlands, and restoring other habitat types.

#### a. Visitation info

From the 2010 SIWA Management Plan:

“Sauvie Island has become one of the most visited locations in Oregon, even surpassing Crater Lake National Park almost two fold (counts in 2008 - 415,686 visitors at Crater Lake and nearly 800,000 at SIWA). Public use on the wildlife area was 989,361 visitor days in 2009. Due to its close proximity to the Portland Metropolitan Area SIWA staff expects public use to continue to climb. In particular, the beaches of SIWA receive 55% of the total annual public use. Unfortunately, high levels of public use can impact fish and wildlife species through disturbance at critical times in their life cycle or physical alteration of their habitats. Public use can also occasionally exceed the physical capacity of facilities needed to accommodate these uses (e.g. parking areas). Depending on the level of impacts, it is likely that some public uses may need to be restricted in the future. The department will determine when and how to restrict uses, and provide the physical means (e.g. signage, kiosks) to implement such restrictions.

The number of visits by the public varies widely depending on weather conditions, with the heaviest use occurring in the summer. For example, over the entire year of 2009, a peak number of 989,361 visitor use days was recorded at SIWA, with 55% of all uses occurring on the beaches. During the summer of 2009, records show that, among all wildlife area uses, 85% of visitors recreated on the beaches. The current estimate of beach visitors is over 600,000 use days. Currently, seasonal entry restrictions are in place from October 1 through April 30. In recent years, biologists have recorded delayed spring migration of cackling Canada geese; therefore this closure period has been temporarily adjusted to a later date (May 1) and will be re-assessed with the intent of maintaining this date in the future.”

**CAR COUNTER RESULTS  
SAUVIE ISLAND WILDLIFE AREA  
2013**

MONTH	WESTSIDE	OAK ISLAND	EASTSIDE	WALTON	USER DAYS
JANUARY	6849	1937	30584	14628	43307
FEBRUARY	2694	1285	21246	10852	27748
MARCH	7308	2764	46819	24563	62580
APRIL	7821	10546	61589	38783	87952
MAY	11531	6725	54921	30483	80495
JUNE	<i>broken</i>	<i>broken</i>	68753	55864	#VALUE!
JULY	<i>broken</i>	<i>broken</i>	138724	102867	#VALUE!
AUGUST	8765	7853	94532	78654	122265
SEPTEMBER	4213	3927	53412	41685	67707
OCTOBER	5346	1985	38753	29458	50692
NOVEMBER	4951	2098	28432	23751	39029
DECEMBER	4753	1987	23158	19873	32888
					0
YEARLY TOTALS	64231	41107	660923	471461	842887

(USER DAYS = EASTSIDE + WESTSIDE + OAK ISLAND x 1.1)  
*italic* = estimate due to equipment failure

Prepared by SAUVIE ISLAND WILDLIFE AREA 2/21/2014

Page 1

**2. Sponsoring agency or entity**

Oregon Department of Fish and Wildlife

**3. Summary of master plan – future facilities and impact management policies (if applicable)**

The Oregon Game Commission (now the Oregon Fish and Wildlife Commission) initiated the purchase of SIWA because of the historically high levels of wintering waterfowl use on Sturgeon Lake and associated wetlands. SIWA was purchased to protect and restore these critical wetland habitats. While SIWA was not formally established until 1947, an initial purchase of five acres occurred in 1940. Additional purchases of land occurred mostly during the mid-1940s and 1950s, with the final purchase occurring in 1987. The initial purchase of five acres in 1940 and subsequent purchases through 1987 has brought the wildlife area to its present size of 11,543 acres, of which 8,053 acres are under fee title to the department and 3,490 acres are managed through a cooperative agreement with the Oregon Department of State Lands (DSL). Sturgeon Lake (approximately 3,000 acres) is included in the DSL agreement.

The goals, objectives and strategies in the plan were derived from following an ecosystem based management philosophy. The primary action for benefiting wildlife is managing or preserving the range of habitat types that naturally occurred on Sauvie Island. These habitats were created and maintained by a suite of ecological processes, most importantly hydrology. Management activities such as water level management (drawdowns and flooding) and vegetation manipulations (disking, farming, grazing, mowing, controlled burning) are tools that SIWA staff use to mimic ecological processes to create and maintain desired habitat composition. Due to the wide variety of habitat use among the different species utilizing SIWA, benefits will be varied. In addition, recreational opportunities based on public demand and habitat capabilities, balanced with resource needs, will be quite variable and specific uses will not be maximized in all cases. The primary goal of the plan is to protect, enhance and manage wetland habitats to benefit fish and wildlife species. The plan also seeks to explore strategies to limit beach visitation due to increasing impacts.

## **2. Applicable zoning**

The portion of SIWA within Multnomah County almost entirely within the Multiple Use Agriculture – 20 (MUA-20) zone district. A small strip of land adjacent to wetlands (AKA the Wagonwheel Hole) is within the Exclusive Farm Use (EFU) zone district. The MUA-20 District includes as an allowed use, 'Public and private conservation areas and structures for the protection of water, soil, open space, forest and wildlife resources.' The EFU zone includes as an allowed use 'Wildlife Habitat Conservation and Management Plan pursuant to ORS 215.800 to 215.802 and ORS 215.806 to 215.808.'

## **3. Land use concerns**

Known offsite impacts can be generally attributed to visitation and the level of traffic associated with travel to and from SIWA which is most pronounced in the summer months due to the popularity of beaches.

## **4. Related existing SIMC RAP policies that apply specifically to this facility**

*POLICY 18: Encourage managers of the Sauvie Island Wildlife Area to post information signs regarding closures of areas to public use which explain why the area is being closed.*

*STRATEGY: Multnomah County shall forward this policy recommendation to the Oregon Department of Fish and Wildlife.*

## **Wapato Park**

### **1. Facility Description**

From State Parks Pre-Application narrative:

*“Wapato Access is a 156 acre nature preserve located on Sauvie Island along the Multnomah Channel. The site, owned by the Oregon Parks and Recreation Department (OPRD) is located approximately 17 miles upstream of Multnomah Channel's confluence with the Columbia River and 3.5 miles downstream of its confluence with the Willamette River. The property was purchased by OPRD as part of a conservation "greenway" plan to preserve lands of high resource value in the Willamette River/Multnomah Channel corridor, a critical habitat area for resident and migratory fish and wildlife in this region. The site includes a significant diversity of high quality habitat, including approximately: 20 acres of mature Oak savannah grassland, 20 acres of mature maple/hardwood forest, 10 acres of fir forest, 55 acres of mature cottonwood and ash riparian forest and 50 acres of emergent wetland.*



*When Sauvie Island levees were built in the mid-19th century, the Wapato Access property was not included, likely due to its geomorphic position on a low floodplain shelf relative to surrounding land. As a result, the valuable habitat on this site has been preserved despite the development of the vast majority of the surrounding land for agriculture and grazing over the past two centuries. OPRD has been working to restore approximately 10 acres of oak savannah habitat that was degraded by Armenian blackberry infestation. However, the wetland on the site is the portion that has been impacted the most from a variety of factors, and is now the highest priority for restoration.*

*The wetland, much like the majority of the floodplain wetland habitat in this reach of the Columbia River system, has been hydrologically impaired due to flood regulation by managed river hydrosystems, which prevent annual floodwaters from rising high enough to reach the wetland. Historically Wapato Access was flooded every year with floodwaters about 15 feet deep, a process which established the geomorphic shape, hydrologic regime, vegetation communities, nutrient input and habitat conditions that originally created and maintained these wetlands. Today, the river is not allowed to rise to historic levels, and floodwaters rarely reach the Wapato Access wetlands. For example, data indicates that floodwaters have only reached the Wapato Access site twice in the past 15 years, and for short durations because the Multnomah Channel stage rarely exceeded 20 feet and the natural riparian banks at the site are at an elevation of approximately 22 feet. Juvenile salmonids are one of the species severely impacted by the lack of access to their historic floodplain rearing and refuge habitats as they migrate to the ocean. Although there are several other publically owned floodplain wetland preserves along this section of Multnomah Channel, few currently allow unrestricted natural floodwater (and salmonid) access to and from the wetlands (i.e. there are flow control structures).*

*Cattle grazing for several decades prior to OPRD ownership further degraded the conditions in the Wapato Access wetland. Currently, the Wapato Access wetland lacks habitat complexity and is degraded with approximately 75% reed canary grass monoculture. The remaining 25% is a mix of open water, native and non-native aquatic vegetation and native emergent vegetation.*

*Wapato Access has the potential to once again provide high quality refuge and rearing habitat for juvenile salmonids as they migrate to the Columbia River, as it did historically. However, the height of the existing banks along Multnomah Channel (22') prevents the current river floodwaters from entering the wetland. As a result, juvenile salmonids cannot access the site except during rare occasions, during which entrapment is highly likely. In 2010, the Lower Columbia Estuary Partnership (Estuary Partnership) completed the Wapato Access Floodplain Reconnection Feasibility Study, which identifies potential restoration opportunities for the site. The primary goal of this project is to restore the hydrologic connection between the disconnected floodplain wetland and the Multnomah Channel, and to enhance the capacity of the site for juvenile salmonid rearing and refuge habitat, as well as habitat conditions for multiple native species including birds, herptiles, plants and mammals.*

## **2. Sponsoring agency or entity**

Oregon State Parks Department.

## **3. Summary of master plan – future facilities and impact management policies (if applicable)**

The State Parks Department plans to submit a Conditional Use / Community Service Permit application to Multnomah County in order to formally establish the park and to include upgrades to existing facilities at the park.

The park facilities are managed to support and enhance the visitor experience and not impair resources. The facilities at Wapato are minimal befitting the natural landscape.



*3.1 Improve entrance sequence to take care of parking issues and provide improved orientation to park. Also, provide sense of entrance that highlights state park stewardship and blends with setting.*

*3.2 Provide restroom at park outside of floodplain*

*3.3 Retain existing trail system with minor improvements to enhance visitor experience and improved drainage to increase life cycle of tread*

*3.4 Enhance viewpoints along trail by adding viewing blinds, sitting areas and some learning opportunities that will enhance trail loop experience.*

*3.5 Enhance open area with minor improvement to picnic shelter, add picnic tables, provide learning opportunities and open up views to wetland.*

#### **4. Applicable zoning**

Wapato Park is located in two zones. The majority of the park property is located within the EFU zone. The EFU portion contains trails and shore access. The boat ramp and parking area are located within the MUA-20 district. The EFU zone lists public parks as a Conditional Use while the MUA-20 zone lists the establishment of a park as a Community Service Use. The process for establishing a Conditional Use and a Community Service Use are essentially the same and two applications would likely be considered concurrently. Additionally, the park is located within the Willamette River Greenway zoning overlay, meaning that improvements are subject to a Willamette River Greenway permit which is a review of scenic standards and natural resources among other criteria.

#### **5. Land use concerns**

The Conditional Use/Community Service application process considers such factors as the appropriateness of the site for the proposed use(s) as well as off site impacts such as traffic and noise. Design Review standards consider parking and landscaping standards as well as the location and design of restroom facilities.

#### **6. Related existing SIMC RAP policies that apply specifically to this facility**

No policies for this facility in the current Rural Area Plan.

## **Howell Territorial Park**

#### **1. Facility Description**

This 120 acre park located on the west side of Sauvie Island of Sauvie Island Road. The park is the home of an authentically restored farmhouse built in the 1850s, picnic facilities, pioneer orchard, Howell Lake and wetlands. The restored farmhouse is closed to the public and no public tours are available at this time.

#### **2. Sponsoring agency or entity**

Metro regional government.

#### **3. Summary of master plan – future facilities and impact management policies (if applicable)**

An application for a CS permit was submitted in 2000 but was subsequently withdrawn. Metro's planning goals include increased facilities and use of the house as the focus of historical and archaeological information about Native American life and early Oregon events, and a focus on the lake and wetland areas for wildlife viewing and educational activities.

#### 4. Applicable zoning

Located entirely within the EFU district. Parks are listed as a Conditional Use in the zone. Additionally, the park is located within the Willamette River Greenway zoning overlay, meaning that improvements are subject to a Willamette River Greenway permit which is a review of scenic standards and natural resources among other criteria.

#### 5. Land use concerns

The Conditional Use application process considers such factors as the appropriateness of the site for the proposed use(s) as well as off site impacts such as traffic and noise.

#### 6. Related existing SIMC RAP policies that apply specifically to this facility

POLICY 42: Make recommendations and participate in the planning for Howell Park with METRO. STRATEGY: Multnomah County shall implement this policy by participating in and reviewing the Howell Park Master Plan. Additionally some features within the park are inventoried in the existing plan.

#### *HISTORICAL AND CULTURAL SITES*

*Bybee-Howell House -- This Greek Revival styled home was constructed in 1856, and is the oldest structure in rural Multnomah County. It is part of the Bybee-Howell County Park (now administered by METRO). The Oregon Historical Society has completely restored the house and it is listed on the National Register of Historic Places. It is considered protected because of its listing and its location within a public park.*

#### *WETLANDS*

*Howell Lake and the adjacent wetland are located north of the Bybee Howell House. The lake is primarily open-water with about 5% of the surface area covered with emergent aquatic vegetation. Adjacent land use is agricultural. The lake receives limited human use by bird watchers and visitors to the Bybee Howell House. Most of the wetland areas are part of the Bybee-Howell Park, administered by METRO. METRO is currently preparing a master plan for the park. The site is zoned with the Willamette River Greenway (WRG) zoning overlay district, which prevents all non- agricultural and non-forest disruptions of significant wetland areas.*

### **J.R. Palensky Wildlife Mitigation Area (formerly Burlington Bottoms)**

#### **1. Facility Description**

The Palensky Wildlife Mitigation Area consists of approximately 417 acres located on the west side of Multnomah Channel. The site was purchased by the Bonneville Power Administration (BPA) in 1991 as mitigation for wildlife habitat losses along the lower Columbia and Willamette Rivers due to the construction of hydroelectric facilities. The site has been managed by the Oregon Department of Fish and Wildlife (ODFW) since 1992. In 1994, BPA and ODFW completed an Environmental Assessment and Management Plan that recommended the site be primarily managed for the high wildlife values and diversity of fish and wildlife species on the site. Under this plan, habitat restoration and long-term maintenance will occur in order to ensure habitat values are preserved and protected. The Plan also allowed for a low level of public access consistent with protecting the habitat values of the site. ODFW and BPA are currently working on revising the management plan for the site to reflect on-going habitat projects as well as a low level of public access that will be allowed for the site. Currently there is controlled public access that allows for small group tours including bird watching, small research projects with local college students and volunteers who help with habitat restoration activities.

ODFW is currently working with the BPA to transfer ownership of the Palensky Wildlife Area to ODFW. The site will continue to be managed by staff from the Sauvie Island Wildlife Area (SIWA). The Palensky Wildlife Area provides crucial habitat for a variety of wildlife species including migratory songbirds and waterfowl. Because of the sensitive nature of the habitats on the site, it will continue to be managed in a manner that fully protects the habitats and species. It is not the intention now or for the future that this site will be managed to relieve the pressure from the recreational uses on the island or the Sauvie Island Wildlife Area since the site is too sensitive and is not set up to deal with more than a very low level of human use.

**2. Sponsoring agency or entity**

Bonneville Power Administration (managed by Oregon Department of Fish and Wildlife).

**3. Summary of master plan – future facilities and impact management policies (if applicable)**

Purchased by BPA for wetlands and habitat protection.

**4. Applicable zoning**

Located within the MUA-20 zone, which allows habitat restoration and enhancement as an outright permitted use.

**5. Land use concerns**

None identified.

**6. Related existing SIMC RAP policies that apply specifically to this facility**

*POLICY 5: Assist METRO in development of a regional hiking, equestrian, and bicycle trail along Multnomah Channel south of Burlington Bottoms connecting to the Cornelius Pass rails-to-trails potential conversion, which runs in upland areas in the vicinity of Highway 30 and the existing Burlington Northern Railroad, and minimizes impacts to existing waterfront uses.*

*STRATEGY: Multnomah County shall forward this policy to Metro, and shall review and consider permit issuance for any proposed trail use by Metro.*

*POLICY 19: Encourage Metro to purchase additional greenspace lands on the west side of Multnomah Channel in order to expand and enhance the Burlington Bottoms wildlife area and allow for appropriate recreational uses.*

*STRATEGY: Multnomah County shall forward this policy recommendation to Metro.*

Additionally the Burlington Bottoms are inventoried in the existing plan.

**RECREATION**

The Burlington Bottoms site (also known as the Rafton Tract) consists of approximately 400 acres located on the west side of Multnomah Channel. The site was purchased by the Bonneville Power Administration (BPA) in 1991 as mitigation for environmental impacts caused elsewhere. In 1994, the BPA completed a Management Plan and Environmental Assessment which recommended that the site be managed primarily for maintenance and enhancement of fish and wildlife habitat associated with the natural ecosystem on the site; thus:

*"... a low level of public access would be allowed under this alternative, with designated areas for trails and viewing blinds to provide for passive wildlife oriented recreation. Opportunities for research and environmental education would also be available under this alternative."*

In 1995 Portland area voters approved a bond measure for Metro Parks and Green spaces which allocated money for purchase of park and green space land throughout the Portland Metropolitan Area. The bond measure included, among its list of potential purchases, land in the vicinity of Burlington Bottoms and other lands along Multnomah Channel. Metro has identified land adjacent to and north of Burlington Bottoms as the primary target for acquisition. Of lesser priority, but still possible for purchase, is land on Sauvie Island adjacent to Wapato State Park.

#### WETLANDS

Rafton Tract (Burlington Bottoms) is located west of Sauvie Island, on the west side of Multnomah Channel. The site is a mosaic of riparian forest, emergent wetland, marshes and sloughs and grass/sedge meadows. Once a high quality wetland and wildlife habitat site, due to its species and structural diversity, the area's value has been greatly diminished by intensive cattle grazing.

In 1993 the Bonneville Power Administration (BPA) purchased most of the Rafton-Burlington Bottoms site as mitigation for impacts to wetlands elsewhere in the Northwest. It is anticipated that the BPA will transfer ownership of its holdings to METRO. The BPA, in coordination with the Oregon Department of Fish & Wildlife, produced an analysis of existing conditions on this land in 1994. In 1995, Portland area voters approved a bond issue for METRO Parks and Green spaces. This bond issue authorized METRO to purchase lands to the north of the BPA holdings in Burlington Bottoms for protection as open space and wetlands preservation. The Burlington Bottoms area has potential as a wildlife viewing area which could relieve the pressure of such recreational uses on the Sauvie Island Wildlife Refuge. The site is protected by the Willamette River Greenway Overlay Zone, which prevents all non-agricultural disruptions of the significant wetland area.

## Sauvie Island Drainage Improvement Company

### 1. Facility Description

The Drainage Company's district encompasses an area of over 11,170 acres and is surrounded by an 18 mile levee system. There are also over 35 miles of drainage ditches in the districts conveyance system which utilizes four internal pump stations and four large volume pumps at the main pumping plant. The main pumping plant has a pumping capacity of about 125,000 g.p.m.

### 2. Sponsoring agency or entity

The Sauvie Island Drainage Improvement Company was created to maintain and manage the flood control works built by the Army Corp of Engineers in the late 1930's and early 1940's. Originally created as a Drainage District, The Company reorganized as an Oregon Nonprofit Corporation in 1995. The company is governed by a three member Board of Directors, elected from within the district

### 3. Summary of master plan / agency needs as applicable

More info requested from SIDC.

### 4. Applicable zoning

The service area includes the majority of Multnomah County's portion of Sauvie Island. The infrastructure is located in both the EFU and MUA-20 zones. Upgrades to infrastructure typically require technical review such as Grading and Erosion Control and Flood Development permits.

### 5. Land use concerns

Specific Land Use concerns are not identified, however it is noted that the district may need to update the levee system in the near term and county permits will be required in addition to those required by the Army Corps of Engineers and the state of Oregon. Environmental impacts and opportunities related to Sauvie Island's drainage system will also be considered in Appendix 6: *Natural and Cultural Resources Background Report*.

**6. Related existing SIMC RAP policies that apply specifically to this facility**

NO POLICIES IN CURRENT RAP

## Sauvie Island Academy

**1. Facility Description**

Sauvie Island Academy is a K-8 public charter school located on scenic Sauvie Island just outside of Portland, Oregon. Through the philosophy of place-based education, Sauvie Island Academy offers a unique educational experience to all our students. We give our students the opportunity to learn through the values of stewardship and by using the community and natural surroundings as a learning environment that extends beyond the classroom, immersing children in the local heritage and cultural landscape.

**2. Sponsoring agency or entity**

Scappoose School District

**3. Summary of master plan / agency needs as applicable**

None identified.

**4. Applicable zoning**

MUA-20 zone. Schools are a Community Service Use and expansions are subject to a Community Service Permit.

**5. Land use concerns**

No specific land use concerns are noted. Any expansion would require a Community Service Permit review which would include consideration of offsite impacts including additional traffic. Sauvie Island Academy would like the County to consider a policy supporting facilities at wildlife areas to accommodate children.

**6. Related existing SIMC RAP policies that apply specifically to this facility**

NO POLICIES IN CURRENT RAP

## Burlington Water District

**1. Facility Description**

The Burlington Water District serves nearly 200 homes, businesses and institutional customers along 4.0 miles of Hwy 30 as well as marinas and moorages along the mainland side of Multnomah Channel. The District has been in continuous operation since the 1920s. The District is generally centered on the Sauvie Island Bridge and includes services within the City of Portland and outside-District customers by long-standing individual arrangements. A four mile portion of Multnomah Channel parallel to US Highway 30 is served with drinking water by the Burlington Water District. The District purchases drinking water from the City of Portland Water Bureau through a master meter located near NW Harborton Road.



The District bylaws mandate that all properties within the geographic boundaries of the District must be served. Several properties within the City of Portland are also served by the Burlington Water District, as well as other more northerly properties served under long-standing individual arrangements.

Both the Portland Water Bureau and the Burlington Water District are bound by state law to maintain safe and reliable water supplies. These laws and regulations are enforced by the Oregon Health Authority Drinking Water Program. Multnomah County has no delegated authority to enforce state rules regarding water districts.

Those properties in the Sauvie Island/ Multnomah Channel area and outside the Burlington Water District are served by individual water wells under the enforcement authority of Multnomah County Health Department.

Currently, proposed development must show that an adequate water supply is available prior to obtaining building permits. Permits requiring discretionary review are conditioned to require reasonable assurance of water availability preliminary to issuance of permits to construct.

## **2. Sponsoring agency or entity**

Burlington Water District.

## **3. Summary of master plan / agency needs as applicable**

The Water System Master Plan was prepared in 1990 and, through periodic updates, generous grants and loans has been systematically implemented. Most of the original recommendations for improvements have been completed or will have been completed in 2014. The District has adequate capacity to provide safe and reliable water supplies for all projected future conditions of population growth and fire protection.

More than 1,500 gpm are available by design and construction. Water pressures are limited to those services greater than 180 feet in elevation.

Water Storage with the new tank, will exceed 400,000 gallons. This exceeds 1,000 gallons per residence plus fire storage sufficient to fight a fire at 1,500 gallons per minute for two hours

## **4. Applicable zoning**

MUA-20.

## **5. Land use concerns**

Residential and commercial development is largely limited by geologic and soils conditions, unfavorable for on-site sewage treatment and effluent distribution. Provision of a municipal sewerage infrastructure along the Multnomah Channel corridor would likely result in population and business growth pressure. Adequate supplies of drinking water play no limiting role regarding growth nor do other municipal services, with the possible exception of fire protection which could be improved.

Costs of a municipal sewerage system would be a serious impediment to the installation of necessary wastewater facility improvements. All regulatory mechanisms are currently positioned to control today's inclinations toward infrastructure and building development.

## **6. Related existing SIMC RAP policies that apply specifically to this facility**

A 4-mile portion of Multnomah Channel parallel to US Highway 30 is served with drinking water by the Burlington Water District. The District purchases drinking water from the City of Portland Water Bureau through a master meter located near NW Harborton Road. While there are no policies in the current RAP, the District is included in the inventory discussions.

#### WATER SERVICE

A portion of the mainland side of Multnomah Channel is served by the Burlington Water District. The Burlington Water District receives its water supply from the City of Portland, via a pipeline along Highway 30. The District is bound by its bylaws to provide water service to any parcel within the district; however, the existing water distribution system is barely adequate to serve existing development and has little or no capacity to handle expanded water use. The remainder of the Sauvie Island/Multnomah Channel plan area is not served by any water district, and relies on groundwater for its supply. Currently, proposed development must show an adequate water supply quantity prior to approval of building permits. Permits requiring discretionary review are conditioned so as to require proof of an adequate water supply quantity prior to building permit issuance so that an applicant is not subject to the expense of drilling a well prior to approval of the conditional use. However, the County has no standards as to the quantity or source of the adequate water supply. Quality requirements are pursuant to Oregon Department of Environmental Quality standards for potable drinking water.

### Public Safety Facilities (Police, Fire and Emergency Services)

The 1997 SIMC Plan includes the following discussion:

*FIRE PROTECTION & EMERGENCY SERVICES The Sauvie Island/Multnomah Channel Rural Area is served by three different fire and emergency services providers -- Multnomah County Rural Fire District # 30, Scappoose Fire District, and Portland City Fire Bureau. The Multnomah County Rural Fire District #30 serves Sauvie Island from a station on Charlton Road. It's fire-fighting and emergency response force consists of 25 volunteers. The District's staff will be occupying a new eight bay fire station in the near future. The District has a limited agreement with Portland for use of a fire boat for marine fires. The District's fire and emergency response force serve not only Sauvie Island residents, but also the 1.5 million visitors per year who visit Sauvie Island. This puts an additional strain on the District's resources above that put upon most rural fire protection forces. The Scappoose Fire District serves the northern portion of the mainland side of Multnomah Channel, south to Burlington. The District has three fire stations, one of which is located on Cleetwood Drive near Morgan Road in the West Hills. The District has 50 volunteers and two paid personnel. Equipment includes five engines with a combined capacity of 5,750 gallons, one 3,200 gallon water tender, two rescue units, two ambulances, three wild land fire fighting units with a combined capacity of 1,500 gallons, and one command vehicle. The District is concerned that fire safety standards for access roadways and fire suppression in the marinas and moorages along Multnomah Channel be properly met. The Burlington Water District provides fire protection services to land within its boundaries. Currently it contracts with the City of Portland to provide fire and emergency services. The Portland Fire Bureau services the Burlington area from Station # 22, located in St. Johns, with a response time to the area of 15-20 minutes. Due to the lengthy response time the district receives a low level of current services.*

#### Sauvie Island Fire Station

##### 1. Facility Description

The Sauvie Island Fire District, a rural fire protection district, was established in the 1980s after a devastating fire burned down the school. The District serves all of Sauvie Island and provides mutual aid to Portland Fire & Rescue

and Scappoose Rural Fire Protection District. The department's volunteers are dedicated men and women who go through the same training and certification as career firefighters and emergency medical service personnel. Sauvie Island Fire District has a main station and two satellite stations where additional apparatus is located. The firefighting apparatus includes: three engines, two tenders, and a brush unit. In 2012, a medical squad was added to the fleet.

## **2. Sponsoring agency or entity**

Multnomah County Rural Fire District #30

## **3. Applicable zoning**

MUA-20 zone. Fire station on Sauvie Island was approved under a Community Service Permit in 1997. The fire station is on ODFW owned property on NW Sauvie Road.

## **4. Land use concerns**

There are no land use concerns noted for the existing facilities. However the Fire District has noted that response times during times of peak Island visitation are often severely impacted. The Fire District is relies on a small tax base but must respond to emergencies at times of peak visitor use. Additionally, the Fire District indicates that they would like to see consistent address signage at the marinas and moorages.

## **5. Related existing SIMC RAP policies that apply specifically to this facility**

*POLICY 27: Study methods by which the Sauvie Island Rural Fire Protection District can be reimbursed for providing fire and emergency medical services to island visitors.*

*STRATEGY: Multnomah County shall implement this policy by reviewing any revenue or funding proposal from the Sauvie Island Rural Fire Protection District.*

*POLICY 40: Assist the Sauvie Island Fire Protection District in formulating emergency communication and evacuation plans for Sauvie Island.*

*STRATEGY: Multnomah County shall implement this policy by responding to requests for assistance from the Sauvie Island Fire Protection District.*

## **Sauvie Island Grange #840**

### **1. Facility Description**

Located on property adjacent to the Sauvie Island Academy, the Grange hall serves as a community meeting place and though the facility is not a publically owned facility the Grange is a community focal point.

### **2. Sponsoring agency or entity**

Sauvie Island Grange #840

### **3. Summary of master plan / agency needs as applicable**

None identified

### **4. Applicable zoning**

MUA-20 zone lists clubs and fraternal organizations as a Community Service Use.

**5. Land use concerns**

No specific land use concerns are noted. Any expansion would require a Community Service Permit review which would include consideration of offsite impacts including additional traffic.

**6. Related existing SIMC RAP policies that apply specifically to this facility**

None.

**Natural Gas Pipeline**

**1. Facility Description**

Williams Northwest Pipeline operates a natural gas pipeline that crosses the Multnomah Channel and the southern portion of Sauvie Island. A facility on the southern portion of the island distributes some of the gas into Northwest natural pipes that serve Island residents.

**2. Applicable zoning**

The natural gas pipeline infrastructure crosses EFU and MUA-20 zone districts. The EFU district treats utility infrastructure as a Review Use and the MUA-20 requires a Community Service Permit review for new or expanded facilities.

**3. Land use concerns**

Concerns expressed during the Scoping effort fall into the category of hazards – the primary concern being a pipeline leak and/or explosion. The pipeline operator has easements that follow the path of the pipeline – presumably, these easements include restrictions on development and activities on and over the pipelines. It is not clear, what type of land-use or transportation policy if any should specifically address gas pipeline infrastructure. If policy is developed, it should be in the context of overall hazard planning.

**4. Related existing SIMC RAP policies that apply specifically to this facility**

None.

**Bonneville Power Transmission Lines**

**1. Function(s) of the facilities**

Regional electric power transmission lines run north/south between Hwy. 30 and the Multnomah Channel.

**2. Sponsoring agency or entity**

Bonneville Power Administration (BPA).

**3. Description of on-site structures and uses (accompanied by detailed map/site plan if possible)**

Typical high voltage transmission lines and related towers run north/south along the west side of the Multnomah Channel.

**4. Related existing SIMC RAP policies that apply specifically to this facility**

None.

## Seasonal Farm Worker Housing and Support Facilities & Services

### 1. Description of on-site structures and uses (accompanied by detailed map/site plan if possible)

There are only two registered farm worker housing sites on Sauvie Island and one of those is located in Columbia County. However it is thought that there are a number of seasonal farm workers commuting to the Island during certain times of year. The project team will continue to research this issue. Planning and public outreach consultant will be conduct interviews in April of 2014 and provide a report to the full CAC.

### 2. Capacity and Location of Farm workers Housing

To be researched.

### 3. Needed support services

To be researched.

### 4. Potential Locations for such services

5. To be researched.

### 6. Related existing SIMC RAP policies that apply specifically to this type of facility

None.

## Navigable Rivers

The Multnomah Channel and the Columbia River are both public facilities in terms of terms of their role as transportation network, recreation, and fishing.

### 1. Related existing SIMC RAP policies that apply specifically to this type of facility

None.

## Section 3: Statewide Regulatory Framework

Directly Applicable Statewide Planning Goals, Statutes & Rules are identified below. The discussion of these policies has not yet been completed.

### Goal 3 (Agriculture), Division 033 and ORS 215 (allowable uses on EFU land)

### Goal 6 (Land and Water Quality), DEQ Regulations (sanitation at public & semi-public facilities)

All dwellings and facilities on Sauvie Island and the Multnomah Channel are served by private septic systems and the majority of these are sub-surface systems. Need more info regarding 'community systems' – contact Portland BDS

### Goal 7 (Natural Hazards) regarding placement of public facilities within floodplain hazard areas



## **Goal 11 (Public Facilities) regarding limitations on extending public sewer and water service outside UGBs and adequate rural levels of service**

From Statewide Planning Goal 11:

*...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.*

*Local governments may allow residential uses located on certain rural residential lots or parcels inside existing sewer district or sanitary authority boundaries to connect to an existing sewer line under the terms and conditions specified by Commission rules.*

*Local governments shall not rely upon the presence, establishment, or extension of a water or sewer system to allow residential development of land outside urban growth boundaries or unincorporated community boundaries at a density higher than authorized without service from such a system.*

### **DSL Rules for public docks and boat launches**

The Department of State Lands issues leases, licenses, temporary-use permits and registrations for uses of state-owned submerged and submersible land. Other public agencies have responsibility for water quality, safety, and public access (e.g., the Oregon Department of Environmental Quality and the Oregon State Marine Board).

## Section 4: Relevant County and Agency Plans

This section supplements the information provided in Section 2 related to facility master plans.

### 1. Relevant Multnomah County Comprehensive Plan policies regarding public and semi-public facilities

#### *POLICY 38*

*It is the County's Policy to coordinate and encourage involvement of applicable agencies and jurisdiction in the land use process to ensure:*

*A. The appropriate school district has had an opportunity to review and comment on the proposal.*

#### *Fire Protection*

*B. There is adequate water pressure and flow for firefighting purposes; and*

*C. The appropriate fire district has had an opportunity to review and comment on the proposal.*

#### *Police Protection*

*D. The proposal can receive adequate local policy protection in accordance with the standards of the jurisdiction providing police protection.*

## Section 5: Proposed Parks & Public Facility Policy Framework

### Proposed Public and Semi-Public Facility Policies

Most of the subcommittee discussion focused on ways to address visitor impacts.

#### Subcommittee Discussion and Recommendations

The subcommittee recommends that the CAC consider the following background discussion related to visitor impacts:

In recognition of the impacts that over one million annual visitors to the Island has, the subcommittee strongly recommends development of policy that directly addresses visitor impacts. Bold steps should be taken to address and mitigate the impacts that high visitation has on Sauvie Island in particular. The subcommittee has not developed proposed language because more work is needed in order to develop the concept. The subcommittee recognizes that much of the background information needed in order to explore this concept will likely come out of the transportation subcommittee in the form of transportation demand management concepts.

Nevertheless, the subcommittee offers the following recommendations:

1. The subcommittee suggests that the concept of visitor fees should be explored by the CAC. User fees could be required for any parking on the Island at parks, facilities, farm stands/events, and other public attractants. User fees can be used to help pay for an Island shuttle service during peak visitation times, and help alleviate and limit Island traffic.
2. Further, some of the fees revenue could help supplement the Sauvie Island Fire District, which has a relatively small tax base and a large service area. A grant committee could be set up in order to allocate funds towards continuing visitor impact mitigation efforts.

#### Proposed Amendments to Existing Policies:

The Subcommittee recommends that the following existing SIMC Plan policies be amended as follows:

Note:

- Deleted text = ~~Strikethrough~~
- New text = Double Underline
- Existing text to be retained = *Shown in Italic Font*

**POLICY 42:** ~~Make recommendations and participate in the planning for Howell Park with METRO.~~ Future uses or improvements within Howell Territorial Park shall maintain harmony with the rural character and natural and cultural resources of Sauvie Island.

**STRATEGY:** ~~Multnomah County shall implement this policy by participating in and reviewing the Howell Park Master Plan.~~ Multnomah County shall consider this policy when reviewing applications for new uses and/or improvements at Howell Territorial Park.

**Subcommittee Discussion:** The subcommittee is concerned with preserving the historical and natural uniqueness of the park. The proper venue for implementing this policy is when an application is submitted. Because Multnomah County does not manage the park, there is no guarantee that the County would be party to any decision making that would occur prior to an application.

## Proposed Deletion of Existing Policies:

~~**POLICY 18:** Encourage managers of the Sauvie Island Wildlife Area to post information signs regarding closures of areas to public use which explain why the area is being closed.~~

~~**STRATEGY:** Multnomah County shall forward this policy recommendation to the Oregon Department of Fish and Wildlife.~~

**Subcommittee discussion:** The subcommittee does not believe that there is still a problem. Further, the policy is not appropriate in a land use planning document because the concern is best addressed directly with the managers of SIWA and is not something regulated by Multnomah County. The subcommittee recommends deletion of Policy 18 and its corresponding strategy.

~~**POLICY 5:** Assist METRO in development of a regional hiking, equestrian, and bicycle trail along Multnomah Channel south of Burlington Bottoms connecting to the Cornelius Pass rails to trails potential conversion, which runs in upland areas in the vicinity of Highway 30 and the existing Burlington Northern Railroad, and minimizes impacts to existing waterfront uses.~~

~~**STRATEGY:** Multnomah County shall forward this policy to Metro, and shall review and consider permit issuance for any proposed trail use by Metro.~~

**Subcommittee Discussion:** The rail-to-trails plan is no longer proposed since the rail line is currently in use. Additionally, the Burlington Bottoms land manager is not interested in a trail system running through the site because the primary use of the site is mitigation and enhancement of the natural area and is not currently intended for public access. The subcommittee therefore recommends deletion of Policy 5.

~~**POLICY 19:** Encourage Metro to purchase additional green space lands on the west side of Multnomah Channel in order to expand and enhance the Burlington Bottoms wildlife area and allow for appropriate recreational uses.~~

~~**STRATEGY:** Multnomah County shall forward this policy recommendation to Metro.~~

**Subcommittee Discussion:** The goal of the policy is appropriate assuming wetland and habitat protection is needed along the Channel. However, the policy and implementing strategy falls short of actionable particulars. It is expected that the Natural Resources subcommittee will develop appropriate actionable policy with regards to natural resource enhancement and protections along the Multnomah Channel. Further, since the adoption of Policy 19, Metro has acquired lands along the west side of the Multnomah Channel, so the concern has been, at least in part, addressed by the Metro acquisitions. The subcommittee recommends deletion of Policy 19.

~~**POLICY 27:** Study methods by which the Sauvie Island Rural Fire Protection District can be reimbursed for providing fire and emergency medical services to island visitors.~~

~~**STRATEGY:** Multnomah County shall implement this policy by reviewing any revenue or funding proposal from the Sauvie Island Rural Fire Protection District.~~

**Subcommittee Discussion:** The goal of the policy is appropriate, but the strategy does not specify how or when this task should be implemented. **The subcommittee recommends deletion of this policy as written, but with the caveat that**

**there should be more specific, actionable policies that address user impacts such as the development of user fees tied to parking at parks and venues.** If the concept of a user fee or other revenue is developed in another policy(s) then the concept of directing funds to emergency services should be considered as part of this larger concept.

~~**POLICY 40:** Assist the Sauvie Island Fire Protection District in formulating emergency communication and evacuation plans for Sauvie Island.~~

~~**STRATEGY:** Multnomah County shall implement this policy by responding to requests for assistance from the Sauvie Island Fire Protection District.~~

**Subcommittee Discussion:** This goal is being implemented through the Safety Action Team that includes regular meetings with the County Sherriff's office and the Sauvie Island Fire District. The subcommittee recommends deleting the policy as written in favor of developing policy that directs the County to develop an adequate hazard planning in compliance with State Goal 7. New policy should indicate continued coordination with key Federal and State agencies as well as County departments such as the Department of Emergency Management and local first responder agencies.

## Section 6: Subcommittee Meeting Process

### Agendas

Department of Community Services  
Land Use and Transportation Planning Program  
www.multco.us/landuse



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## Sauvie Island/Multnomah Channel Rural Area Plan and Transportation System Plan Updates Parks and Public Facilities Subcommittee

Subcommittee Agenda

Tuesday, December 10, 2013

3:00 – 5:00 p.m.

Multnomah Building – 501 SE Hawthorne Blvd., Portland 97214

1<sup>st</sup> Floor Board Room (Room 100)

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3:00-3:10 p.m.	<b>Introduction</b> <ul style="list-style-type: none"><li>• Welcome</li><li>• Introductions -(team, subcommittee, invitees, members of public)</li><li>• Packet materials</li></ul>
3:10-3:20 p.m.	<b>Relationship of the subcommittee to the Full CAC and other decision makers</b>
3:20-3:30 p.m.	<b>The Subcommittee's Charge</b> <ul style="list-style-type: none"><li>• Problem-solving technical committee</li><li>• Identify issues and suggest policy solutions to these issues</li><li>• Identify points where consensus is not reached and why</li><li>• Assist in presentation of subcommittee recommendations to the full CAC</li></ul>
3:30-3:50 p.m.	<b>Existing Facilities &amp; Master Plans Public</b> <ul style="list-style-type: none"><li>• Overview of existing parks and public facilities (Section 2 of the draft outline)</li></ul>

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3:50-4:50 p.m.

**Key Issues**

- Discuss and reach consensus on the Key Issues to be addressed (Section 1 of the draft outline)

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4:50-5:00 p.m.

**Adjourn**

- Next Meeting
- 
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## Sauvie Island/Multnomah Channel Rural Area Plan and Transportation System Plan Updates Parks and Public Facilities Subcommittee #2

### Subcommittee Agenda

Tuesday, January 14, 2014

3:00 – 5:00 p.m.

Grange Hall #840 –1443 NW Charlton Rd., Portland 97231

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3:00-3:15 p.m.

#### Introduction

- Welcome
  - Introductions -(team, subcommittee, invitees, members of public)
  - Packet materials
- 

3:15-4:15 p.m.

#### Parks and Public Facilities Draft Policies

- Identify policies that need to be refined/deleted from 1997 RAP
  - Reach consensus on potential new policies
  - Firm up policy decisions
- 

4:15-4:50 p.m.

#### Next Steps

- Edit and refine background document
  - Identify and gather missing information
  - Assist in presentation of subcommittee recommendations to the full CAC
- 

4:50-5:00 p.m.

#### Adjourn

- Next Meeting- CAC #3- Parks and Public Facilities (January 28<sup>th</sup> 6:00- 8:30PM)  
Multnomah Building- Board Room.
- 

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## MEETING SUMMARY: Parks and Public Facilities Subcommittee Meeting #1:

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**Project:** Sauvie Island/Multnomah Channel Rural Area/Transportation System Plan Update

**Date:** 12/10/2013

**Time:** 3:00 p.m. - 5:00 p.m.

**Location:** Multnomah Building, Room 112; 501 SE Hawthorne Blvd., Portland, Oregon

**Present:** Subcommittee members, Multnomah County staff, Winterbrook Planning, General Public

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A meeting was held at the Multnomah Building at 3:00 PM on Tuesday, December 10th to discuss parks and public facilities. The following is a brief meeting summary that highlights the major items discussed and agreed upon action items that were identified during the meeting.

### Introduction:

The meeting began with Doug Zenn, Principal of Zenn Associates introducing the meeting and its intention. The primary theme of the meeting was existing parks and public facilities and existing policies relating to these facilities. Kevin discussed the background document and a brief synopsis of each facility, existing master plans, relevant zoning, known land-use and transportation impacts, and existing policies if any.

The following issues, topics, and concerns were raised:

- Concern that increasing the amount of available parking at recreation sites may invite more visitors. Staff response is having parking and visitation data is important and will help inform the transportation work ahead.
- Public safety agencies bear extra burden from high numbers of visitors. There is a desire to increase public safety coverage during high visitation and a desire to seek additional funds for this purpose.
- Comment that perhaps visitors should have to pay for impacts to roads, services, and emergency services beyond user fees paid to a particular facility.
- Cumulative impacts and user fees at facilities where there is parking.
- When using the term carrying capacity it would be helpful to define this for the island and the channel. Is there methodology for measuring this that could be applied to the planning area?
- New parks and expansions of existing parks and recreation sites are reviewed through the Community Service permit. Appropriate to consider contribution of cumulative impact measured against carrying capacity.
- There is need for wildlife/habitat corridors and wildlife friendly road crossings – such as turtle/small animal undercrossing. –high wildlife road mortality. Map data would be helpful in order to further refine this issue. Hedgerows at edge of fields can enhance habitat.

- There is need to quantifying the numbers of seasonal workers coming to the Island.
- Gas pipeline is considered a facility – should electrical transmission lines be considered as well? Add electrical lines to facility description. – PGE + BPA. PGE serves SI and most of the channel. BPA has transmission lines running north/south along the western shore of the Multnomah Channel. Columbia River PUD serves a few customers on the west side of the Multnomah Channel in the northern portion of the plan area south of Scappoose.
- Increased visitation create a lot of demand on emergency services and law enforcement.
- Rail is carrying petroleum products – there is concern surrounding safety and potential derailments. Concern for public safety as well as environmental impact in a derailment, leak, explosion etc.
- May be need for policy regarding response to rail disaster outside of the RR right of way.
- Consider policy acknowledging history and prehistory of the island. Should certain applications include notification of SHPO? Should there something on island that serves as a monument or interpretive site (in the park and ride or other).
- Some marinas may have semi public function (floating stores etc.)???

#### **Action Items:**

- Update facilities map to include all publically owned parcels.
- Need parking and visitation data for other facilities if available.
- Define cumulative impact and carrying capacity for purposes of these plan updates.
- Obtain wildlife corridor and road mortality mapping if available.
- Subcommittee members to send additional info for background document.
- Add subsection to background document to include ODFW boat ramp.
- Need visitation data from State Parks for Wapato.
- Add Safety Action Team to map and include info located just down the road from fire station.
- Seek out Columbia County representation.

**Next meeting: January 14<sup>th</sup>, 2013 at the Sauvie Island Grange 3 pm to 5 pm**

*\*Meeting audio available upon request\**

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## MEETING SUMMARY: Parks, Public Lands and Public Facilities Subcommittee meeting #2

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**Project:** Sauvie Island/Multnomah Channel Rural Area/Transportation System Plan Update

**Date:** 1/14/2014

**Time:** 3:00 p.m. - 5:00 p.m.

**Location:** Grange Hall #840—1443 NW Charlton Rd., Portland, Oregon 97213

**Present:** Subcommittee members, Multnomah County staff, General Public

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A meeting was held at the Grange Hall #840 at 3:00 PM on Tuesday, January 14 to discuss Parks and Public Facilities. This is the second meeting with this subcommittee. The intention of the subcommittee is to inform the larger CAC of policy recommendations. The following is a brief meeting summary that highlights the major items discussed and any agreed upon action items that were identified during the meeting.

### Introduction:

The meeting began with Kevin Cook, County Staff, introducing the meeting and its intention. Kevin discussed the “Parks and Public Facilities draft policies” document that was included in the agenda packet. The document reflects the policies that are in the 1997 Rural Area Plan and new policies that came out of the subcommittee conversations/desires. The meeting focused on reviewing policies and implementing strategies to ensure their appropriateness for the 2014 Plan.

The following issues, topics, and concerns were raised:

- Concern regarding no Metro representation on the committee. There was clarification from the committee that Metro has no specific plans for the properties along the west side of the channel. Active restoration work is currently being done on the Island.
  - Comment was made regarding the title of the subcommittee “Parks and Public Facilities”. The committee members would like the term “Natural Areas” included in the title in order to acknowledge areas that are not parks but are public.
  - Comment was made that Policy 18 from 1997 Plan may have been written previous to existing signage in SIWA. This policy is not a land-use issue. Project team recommends deletion of this policy.
  - Committee recommends that Policy 42 should be revised to ensure future planning of the Howell Park protects the rural character of the island, while recognizing the natural and cultural resources that exist on the island.
  - User-fee concept was discussed to increase funding for needed infrastructure and emergency services. Police response times are high due to lack of resources. Comment was made regarding the cost of responding to non-island residents—further investigation is needed.
  - Shuttle service from off island to beaches, private businesses, and areas of recreation may help alleviate traffic and parking issues. This may require public/private partnership between businesses and agencies to ensure effectiveness. Expanding tri-met service to incorporate other areas of the island (parks, beaches, etc) may also be an option. Significantly raising parking fees may encourage people to ride the shuttle/use alternate forms of transportation.
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- Policy 40 stating “Assist the Sauvie Island Fire Protection District in formulating emergency communication and evacuation plans for Sauvie Island” should be given higher priority in the 2014 plan. This is a very serious concern for residents of both Sauvie Island and Multnomah Channel.
- Discussion surrounding support facilities for seasonal/year round farm workers--Are the services adequate? Do farm stands fulfill role as a source of food for locals? Outreach to farm workers is needed for this plan— Committee believes the most efficient way is to connect with farmers on the island.
- Bathrooms and trash cans are needed in many areas (specifically Wapato and at Sauvie Island Academy) for visitors.
- Potentially use the Park and Ride site to include information and history of the island. Sauvie Island Academy expressed interest in having students create signage.
- Consider writing a coordination policy with SHPO to address historic properties on the Island.

### **Action Items:**

- Further Investigation is needed to determine the cost of emergency services for non-island residents.
- Data from ODFW SIWA is needed (ticketing counts, permitting counts, traffic counts) to assist in developing concepts (user-fee, raising parking fee).
- Outreach to farm workers is needed to address their needs/desires.

*\*Meeting audio available upon request\**

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## MEETING SUMMARY: Public and Semi-Public Facilities— Community Advisory Committee meeting #3

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Project: Sauvie Island/Multnomah Channel Rural Area/Transportation System Plan Update

Date: 1/28/2014

Time: 6:00-8:30

Location: Multnomah Building, Room 112; 501 SE Hawthorne Blvd., Portland, Oregon

Present: CAC members, Multnomah County staff, Winterbrook Planning, General Public

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A Community Advisory Committee (CAC) meeting was held at the Multnomah Building at 6:00 PM on Tuesday, January 28<sup>th</sup> to discuss Public and Semi-Public Facilities. The following is a brief meeting summary that highlights the major items discussed and agreed upon action items that were identified during the meeting.

### Introduction:

The meeting began with Facilitator, Doug Zenn introducing the meeting and its intention. The goal of the meeting was to review the Background Document (Appendix 6) and to identify and reach consensus on policy and implementing strategies.

The following issues, topics, and concerns were raised:

- Concern regarding public lands being included in the Parks and Semi-Public Facilities or the Natural and Cultural Resources subcommittee. Public lands are included in the Facilities subcommittee in regards to the facilities they provide. The discussion surrounding public lands preserving natural resources will take place in the Natural and Cultural Resources subcommittee.
- Committee member noted that Appendix 6 is lacking information about the Sauvie Island Drainage Improvement Company. There are many concerns regarding recertification of the levee, funding for the recertification, etc. This should be reflected in Appendix 6. There are many federal mandates post Hurricane Katrina. The Drainage District is looking at reaccreditation in 2014. Currently the district is funded through the 200 residents that it serves. The study to inspect the levee will cost around 200,000 dollars. Without recertification of the levee, residents cannot get flood insurance. There needs to be a policy that supports the drainage district.
- Committee recognizes that many of the concerns surrounding Parks and Public Facilities are transportation related. Many solutions will be developed through the transportation subcommittee meetings. Nothing has changed on the ground since the last update. Need to ensure we are creating implementable policies. Need “teeth” for the policies
- Winterbrook planning developed a vision statement for the SIMC area (page 23 Appendix 6). Committee is to send revisions to the vision statement to Maia Hardy ([maia.hardy@multco.us](mailto:maia.hardy@multco.us)).
- CAC went over the user-fee concept that was discussed in the Appendix. Concern regarding equity and the perception of a gated community. Fees are already being charged for parking.
- There is a possibility of a shuttle service that picks cars up from a parking lot off island and brings them to the island. This concept may have different options:
  - A shuttle service that is paid for by local businesses that picks up visitors from an offsite parking lot and transports them to invested business owners.

- Expanding Tri-Met service to encompass more of the island rather than just a park and ride stop (note: community members do not favor this option)
- A parking/traffic management system could be installed that incorporates a light at the bridge to indicate when there is/isn't parking on Sauvie Island. This may limit accessibility of the island/create the "gated community" perception.
- Committee member noted that in order to pay for the needed infrastructure to accommodate the increase of visitors a tax will need to be levied.
- Committee supported the project team's recommendation for amending policy 42 and deleting policies 18, 5, 19, 27, 40 (from 1997 plan). These policies are also listed on page 24-25 of Appendix 6.
- A new policy should be included that supports coordination of Federal and State agencies (INCLUDING SIDIC).
- Any emergency management/evacuation plans or policies should be translated into different languages to accommodate for non-English speaking residents/community members.

#### **Action Items:**

- Develop a policy that supports the Sauvie Island Drainage Improvement Company.
- Committee is to send revisions to the vision statement to Maia Hardy ([maia.hardy@multco.us](mailto:maia.hardy@multco.us)).
- County should explore cost modeling to assess the most efficient method for demand management.

**Next CAC meeting: February 11, 2014- Grange Hall # 840 6:00- 8:30 PM**

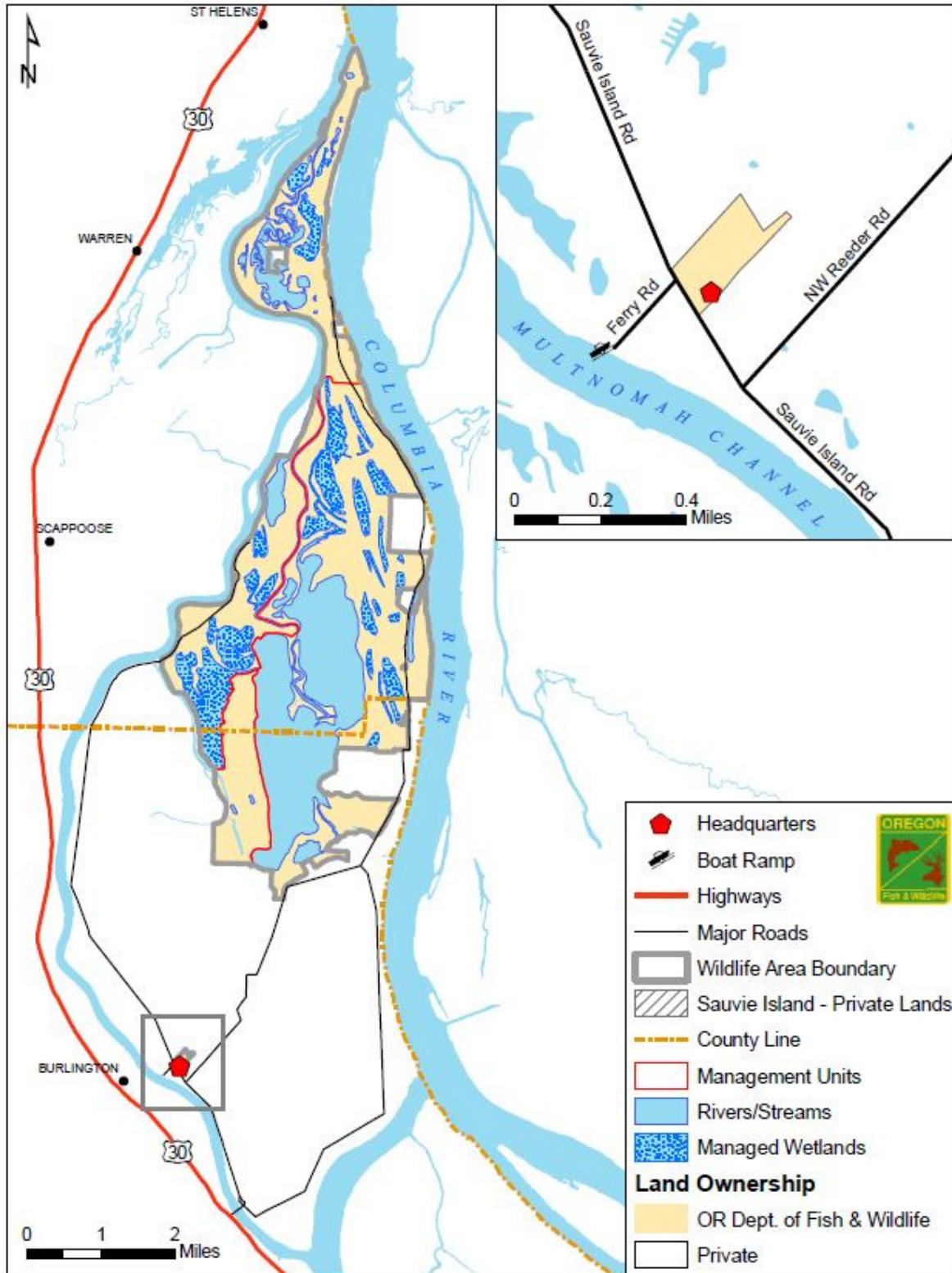
*\*Meeting audio available upon request\**



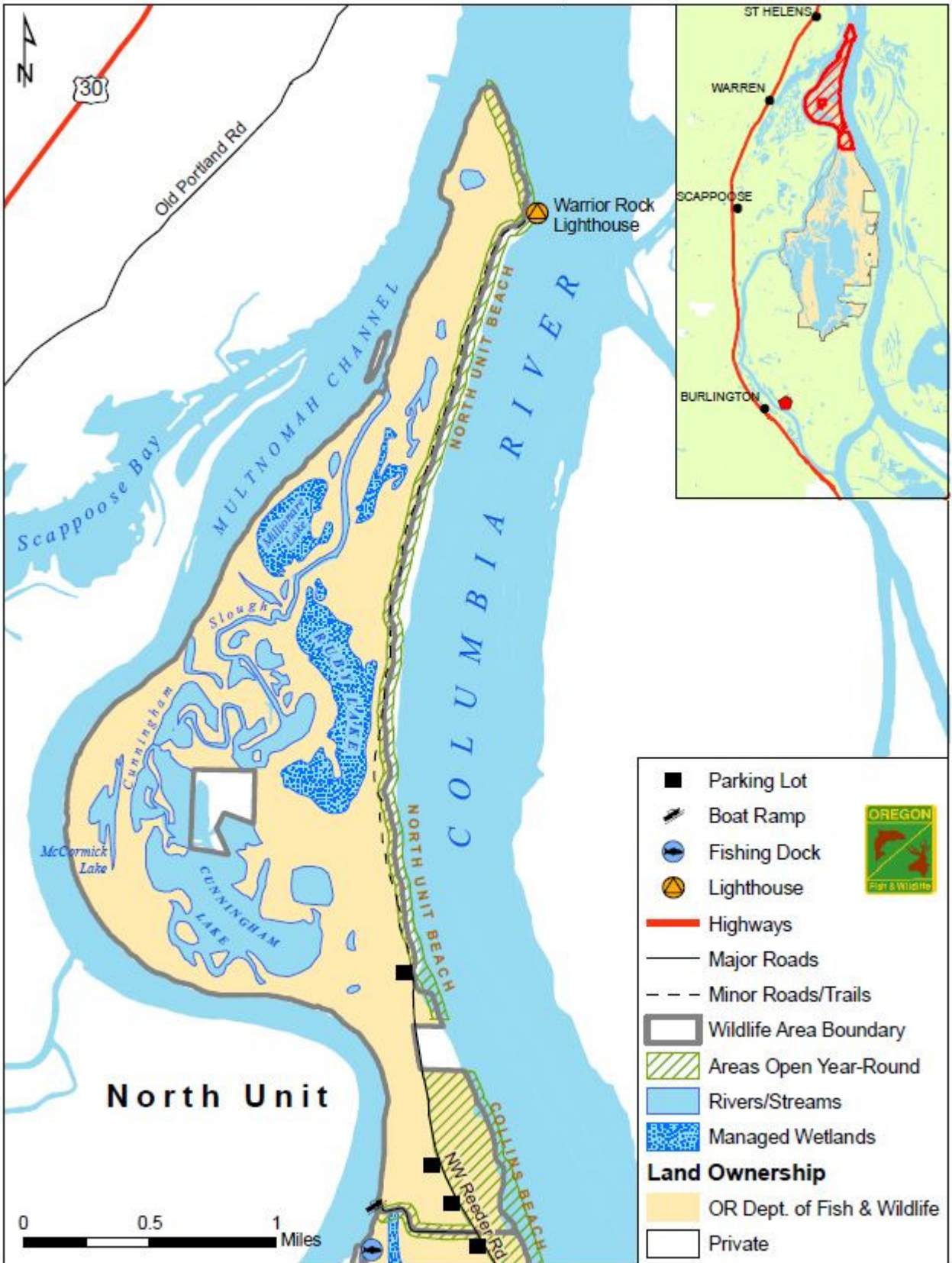
# Documents & Materials Considered

## Exhibit 1: Sauvie Island Wildlife Area Maps

DRAFT - Sauvie Island Wildlife Area Features and Ownership - Headquarters Unit

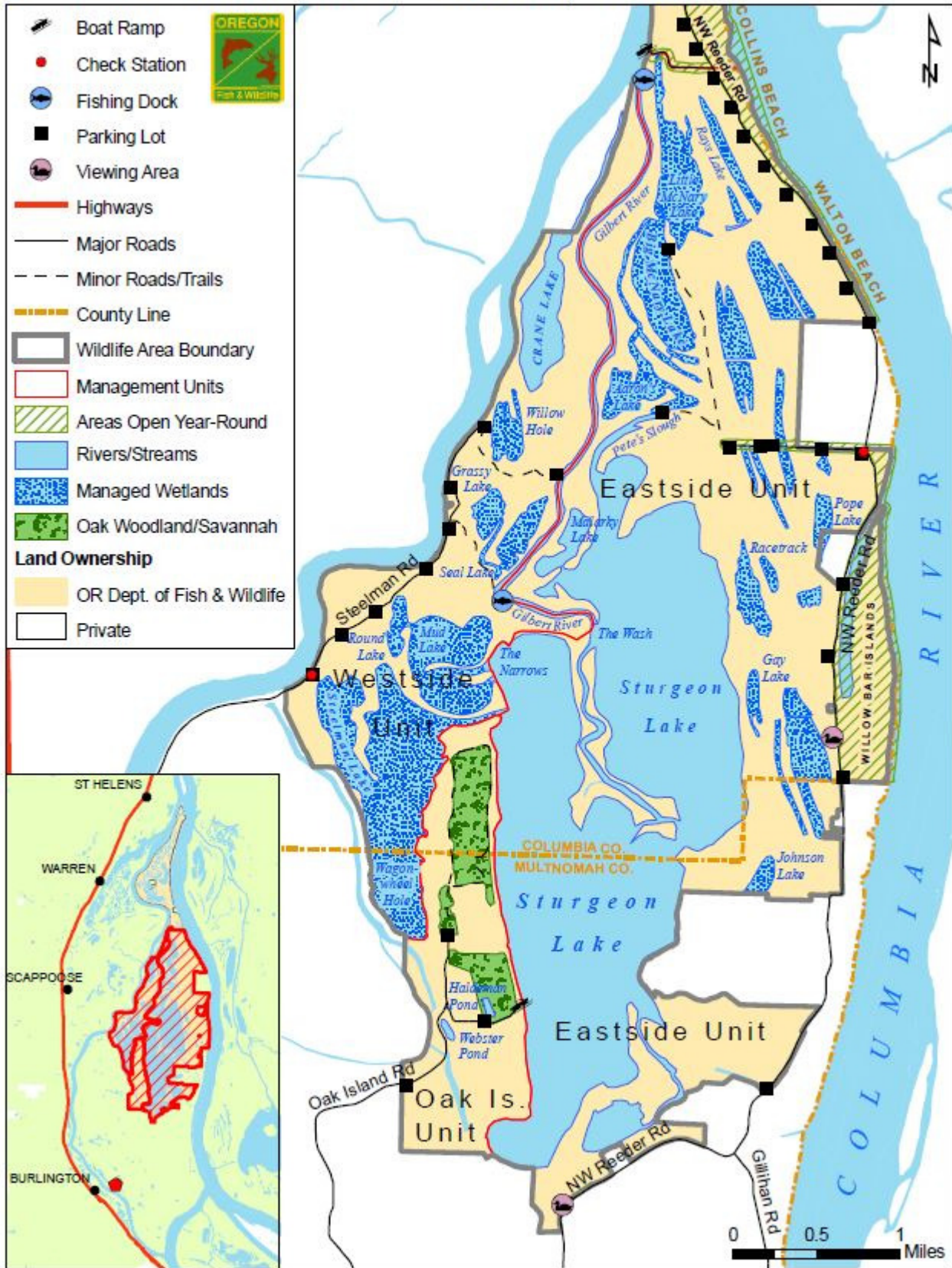


DRAFT - Sauvie Island Wildlife Area Features and Ownership - North Unit



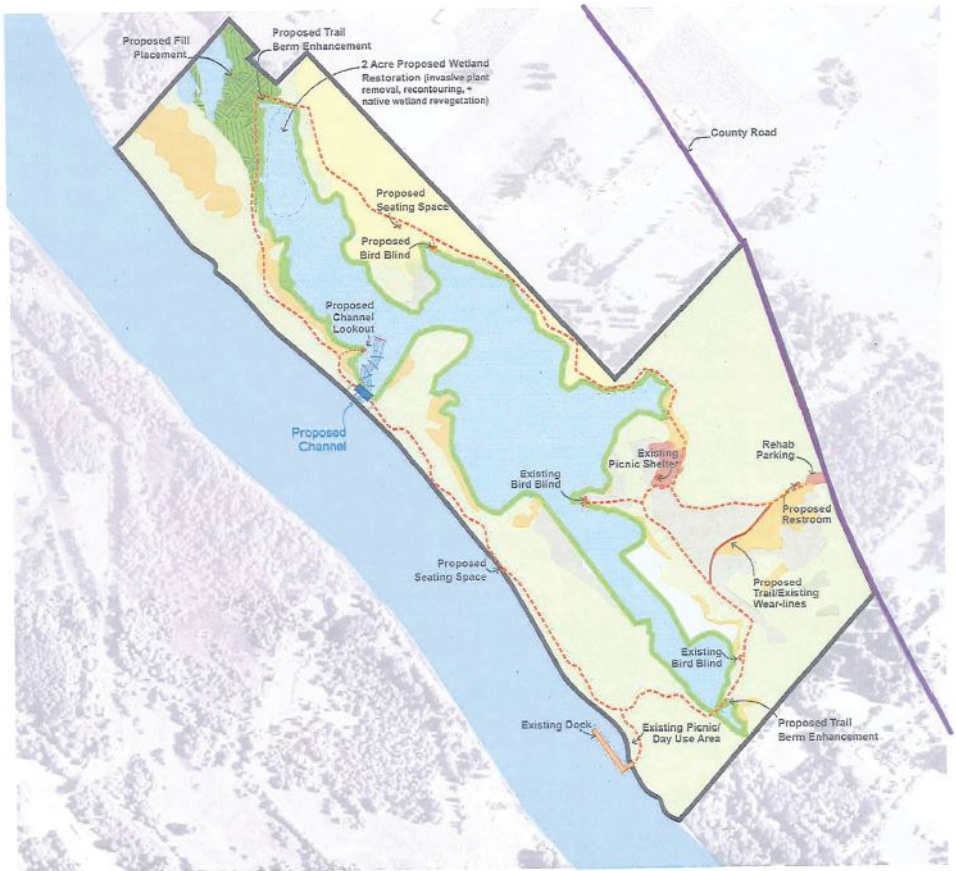
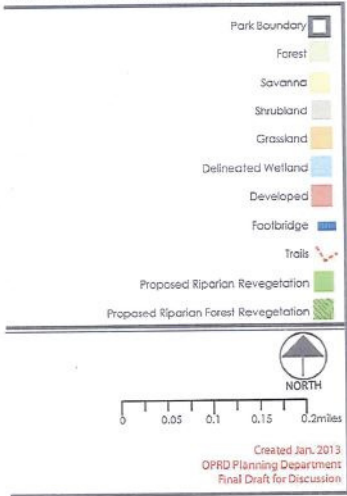


DRAFT - Sauvie Island Wildlife Area Features and Ownership - Southern Units




## Exhibit 2: Wapato Plot Map

### WAPATO : Proposed Project Elements with Recreation + Management Zones



### Exhibit 3: Farm Labor Housing

		<b>Agricultural Labor Housing Registry</b> <i>Registration Year - 2013</i> <i>Zip Code - 97231</i>		<b>Questions?</b> Contact Kathleen Fenton (503) 947-7418	
Oregon OSHA - ENFORCEMENT			11/18/13 02:58 PM		
County Name H2A Flag	ALH Name Site Address	Owner Name Operator Name No. of Occupants/ALH	Open Date		
MULTNOMAH NO	COLUMBIA FARMS INC 21400 NW REEDER RD PORTLAND, OR 97231	COLUMBIA FARMS INC COLUMBIA FARMS INC 7	02/01/2013		
Count of Registered ALH Sites		1			
REPORT - ALH8004			Page 1 of 1		





## Exhibit 4: MCSO Comments



**MULTNOMAH COUNTY SHERIFF'S OFFICE**  
501 SE HAWTHORNE BLVD., SUITE 350 • PORTLAND, OR 97214

*Exemplary service for a safe, livable community*

DANIEL STATON  
SHERIFF

503 988-4300 PHONE  
503 988-4500 TTY  
[www.mcso.us](http://www.mcso.us)

Public Safety Facilities (Police, Fire and Emergency Services)

Multnomah County Sheriff's Office

1. Facility Description: 18200 Block NW Sauvie Island Rd. - Safety Action Team Office
2. Sponsoring agency or entity: Multnomah County Sheriff's Office
3. Summary of master plan / agency needs as applicable
4. Applicable zoning: Sauvie Island is located within unincorporated Multnomah County and receives its law enforcement services from the Multnomah County Sheriff's Office
5. Land use concerns
6. Related existing SIMC RAP policies that apply specifically to this facility

Policy 27: Study methods by which the Multnomah County Sheriff's Office can be funded to accommodate public safety needs to the Sauvie Island Community.

Strategy: The Multnomah County Sheriff's Office shall continue to partner with the community to seek effective community policing strategies and explore resource opportunities to ensure adequate police services are available.

Policy 40: Assist the Multnomah County Office of Emergency Management, Sheriff's Office and Sauvie Island Fire Protection District in formulating emergency communication and evacuation plans for Sauvie Island.

Strategy: Multnomah County shall partner with agency stakeholders to seek opportunities to implement this policy.

## 7. Law Enforcement Services for Sauvie Island

The Sauvie Island Community receives its primary law enforcement services from the Multnomah County Sheriff's Office. The Oregon State Police provides fish and wildlife law enforcement services to this geographic area which encompasses recreational areas within both Columbia and Multnomah County. The Multnomah County Sheriff's Office provides 24/7 police services to citizens residing or visiting Sauvie Island. Patrol deputies respond to 911 emergency and non-emergency calls for service, complete criminal and traffic crash investigations and provide advanced criminal investigations. Working closely with the Sauvie Island Community Safety Action Team, deputies seek to understand needs utilizing problem-oriented policing skills to assess and develop response plans to problems. The Sheriff's Patrol Unit is comprised of deputy sheriffs who have Bachelor's or Master's Degrees from accredited colleges and universities. Patrol deputies are visible to the public and provide citizens with a feeling of safety in their homes, Sauvie Island Schools, work and during recreational activities. The Patrol Unit participates in the Multnomah County Vehicle Crimes and Major Crimes Teams. The Sheriff's Patrol Unit is staffed with one deputy, 24/7 to its "west-side" patrol district where Sauvie Island is located. This district begins at the northern county boundary of Sauvie Island and extends to the southern county boundary in Dunthorp. The Sheriff's Office participates in the Sauvie Island Safety Action Team and develops operations plans for community events. The Sheriff's Office River Patrol Unit provides waterway law enforcement services for the Multnomah Channel, Willamette and Columbia Rivers. The River Patrol Unit is staffed year-around with 8 patrol deputies and 2 sergeants and provides security protection to moorages, marinas and houseboat communities.

## Exhibit 5: Burlington Bottoms Information

### J.R. Palensky Wildlife Mitigation Area (Burlington Bottoms)

The Palensky Wildlife Mitigation Area consists of approximately 417 acres located on the west side of Multnomah Channel. The site was purchased by the Bonneville Power Administration (BPA) in 1991 as mitigation for wildlife habitat losses along the lower Columbia and Willamette Rivers due to the construction of hydroelectric facilities. The site has been managed by the Oregon Department of Fish and Wildlife (ODFW ) since 1992. In 1994, BPA and ODFW completed an Environmental Assessment and Management Plan that recommended the site be primarily managed for the high wildlife values and diversity of fish and wildlife species on the site. Under this plan, habitat restoration and long-term maintenance will occur in order to ensure habitat values are preserved and protected. The Plan also allowed for a low level of public access consistent with protecting the habitat values of the site. ODFW and BPA are currently working on revising the management plan for the site to reflect on-going habitat projects as well as a low level of public access that will be allowed for the site. Currently there is controlled public access that allows for small group tours including bird watching, small research projects with local college students and volunteers who help with habitat restoration activities.

ODFW is currently working with the BPA to transfer ownership of the Palensky Wildlife Area to ODFW. The site will continue to be managed by staff from the Sauvie Island Wildlife Area (SIWA). The Palensky Wildlife Area provides crucial habitat for a variety of wildlife species including migratory songbirds and waterfowl. Because of the sensitive nature of the habitats on the site, it will continue to be managed in a manner that fully protects the habitats and species. It is not the intention now or for the future that this site will be managed to relieve the pressure from the recreational uses on the island or the Sauvie Island Wildlife Area since the site is too sensitive and is not set up to deal with more than a very low level of human use.



## Exhibit 6: Comments from Cindy Reid



Kevin COOK <kevin.c.cook@multco.us>

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### [SIMC] Parks & Public Facilities Subcommittee Meeting #1 AGENDA

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Maia HARDY <maia.hardy@multco.us>  
To: SIMCPLANNING <simcplanning@multco.us>

Mon, Dec 9, 2013 at 1:42 PM

----- Forwarded message -----

From: cindy reid <cinbah@spiritone.com>  
Date: Mon, Dec 9, 2013 at 1:40 PM  
Subject: Re: [SIMC] Parks & Public Facilities Subcommittee Meeting #1 AGENDA  
To: Maia HARDY <maia.hardy@multco.us>

Hi Maia - I would like to offer this written comment for the Parks and Public Facilities subcommittee meeting - I probably cannot attend. Thanks.

Cindy Reid

#### Public comment regarding Parks and Public Facilities Subcommittee meeting, Tuesday December 10:

I would like to see the committee consider what types of Parks and Public Facilities, services and accommodations, including parking and restrooms - can **preserve** rather than degrade the rural, agricultural and wildlife aspects of the island. So, for example, instead of focusing on how to accommodate more and more human life via parking, restrooms, etc - ask the question - what quantity of human life (and waste), use, combined with vehicular traffic can visit or inhabit Sauvie Island and its waterways, before that quantity overwhelms and changes the rural character of the island? Do we continue to blindly accommodate as population pressures increase - or do we consciously set limitations based on a vision of preservation and enhancement of the unique rural character of the island? Continued expansion of accommodation has already affected the rural character of the island, in my opinion:

- 1) overflow of parking at beaches in the summer
- 2) overflow of parking and use at State Park (Wapato) (However, there has been consideration to not expand parking to accommodate use, but rather allow parking for a certain type of "experience" at the park).
- 3) increased number of days when auto traffic is congested due to cumulative impact of various island events (seemingly farm stands and beaches) perhaps combined with less defined/regulated "mass gatherings" that vary from fundraisers to operas to bike races or any, as yet, untested entrepreneurial idea, on any island property.

Underlying all of the subcommittees' work, is the issue of "how much human impact can the island bear before its nature changes from a rural, agricultural wildlife community - to a "public consumer/recreation destination". In my opinion, the island is at a "tipping point" during what are now "peak times". The number of influences contributing to those "peak times" is continually growing, as well as the number of days that impact is profoundly experienced. There is no question that "use" as a consumptive/recreational destination will rise with the urban population. The question is "how much" is "too much"? Careful decision making about - parking, parks, and public facilities can be uniquely instrumental in preserving the rural character of the island by containing rather than expanding use.

Cindy Reid  
[Quoted text hidden]  
[Quoted text hidden]



## Exhibit 7: Burlington Water District Comments

### **1. Facility Description**

The Burlington Water District serves nearly 200 homes, businesses and institutional customers along 4.0 miles of Hwy 30 as well as marinas and moorages along the mainland side of Multnomah Channel. The District has been in continuous operation since the 1920s. The District is generally centered on the Sauvie Island Bridge and includes services within the City of Portland and outside-District customers by long-standing individual arrangements.

### **2. Sponsoring Agency**

Burlington Water District

### **3. Summary of Master Plan/ Agency Needs**

The Water System Master Plan was prepared in 1990 and, through periodic updates, generous grants and loans has been systematically implemented. Most of the original recommendations for improvements have been completed or will have been completed in 2014.

The District has adequate capacity to provide safe and reliable water supplies for all projected future conditions of population growth and fire protection.

- More than 1,500 gpm are available by design and construction. Water pressures are limited to those services greater than 180 feet in elevation.
- Water Storage with the new tank, will exceed 400,000 gallons. This exceeds 1,000 gallons per residence plus fire storage sufficient to fight a fire at 1,500 gallons per minute for two hours.

### **4. Applicable Zoning**

MUA 20, CFU 1, RC, RR-R/W

### **5. Land Use Concerns**

Residential and commercial development is largely limited by geologic and soils conditions, unfavorable for on-site sewage treatment and effluent distribution. Provision of a municipal sewerage infrastructure along the Multnomah Channel corridor would likely result in population and business growth pressure.

- Adequate supplies of drinking water play no limiting role regarding growth nor do other municipal services, with the possible exception of fire protection which could be improved.
- Costs of a municipal sewerage system would be a serious impediment to the installation of necessary wastewater facility improvements.
- All regulatory mechanisms are currently positioned to control today's inclinations toward infrastructure and building development

### **6. Related Existing SIMC RAP Policies that Applies Specifically to this Facility**

A 4-mile portion of Multnomah Channel parallel to US Highway 30 is served with drinking water by the Burlington Water District. The District purchases drinking water from the City of Portland Water Bureau through a master meter located near NW Harborton Road.

The District bylaws mandate that all properties within the geographic boundaries of the District must be served. Several properties within the City of Portland are also served by the Burlington Water District, as well as other more northerly properties served under long-standing individual arrangements.

Both the Portland Water Bureau and the Burlington Water District are bound by state law to maintain safe and reliable water supplies. These laws and regulations are enforced by the Oregon Health Authority Drinking Water Program. Multnomah County has no delegated authority to enforce state rules regarding water districts.

Those properties in the the Sauvie Island/ Multnomah Channel area and outside the Burlington Water District are served by individual water wells under the enforcement authority of Multnomah County Health Department.

Currently, proposed development must show that an adequate water supply is available prior to obtaining building permits. Permits requiring discretionary review are conditioned to require reasonable assurance of water availability preliminary to issuance of permits to construct.

## Exhibit 8: Policies and Draft Discussion

### Parks and Facilities Draft Policies

#### Existing Policies That Should Be Deleted/Altered:

- **POLICY 18:** Encourage managers of the Sauvie Island Wildlife Area to post information signs regarding closures of areas to public use which explain why the area is being closed.

**STRATEGY:** Multnomah County shall forward this policy recommendation to the Oregon Department of Fish and Wildlife.

**Project Team:** *The subcommittee did not cover this specifically, but this is likely a stale issue. Further, we do not see this policy as an appropriate for a land use planning document because the concern is best addressed directly with the managers of SIWA and is not something regulated by the County. **The subcommittee should consider deletion of Policy 18 and its corresponding strategy.***

- **POLICY 42:** Make recommendations and participate in the planning for Howell Park with METRO.

**STRATEGY:** Multnomah County shall implement this policy by participating in and reviewing the Howell Park Master Plan. Additionally some features within the park are inventoried in the existing plan.

**Project Team:** *The subcommittee did not specifically cover this policy. Further, this policy does not appear to be appropriate for a land use planning document because the County is not the primary decision maker for master planning of Howell Park and it is not clear how the policy and strategy are supposed to be implemented. The County must review any proposed land use changes at the park but does not participate in the initial decision making with regards to master planning of the park. **The subcommittee should consider deletion of Policy 42 and its corresponding strategy. The committee should consider whether there are specific concerns regarding the future of Howell Park that would be appropriately addressed in a land-use planning document.***

- **POLICY 5:** Assist METRO in development of a regional hiking, equestrian, and bicycle trail along Multnomah Channel south of Burlington Bottoms connecting to the Cornelius Pass rails-to-trails potential conversion, which runs in upland areas in the vicinity of Highway 30 and the existing Burlington Northern Railroad, and minimizes impacts to existing waterfront uses.

**STRATEGY:** Multnomah County shall forward this policy to Metro, and shall review and consider permit issuance for any proposed trail use by Metro.



**Project Team:** *The rail-to-trails plan is no longer proposed since the rail line is currently in use. Additionally, the Burlington Bottoms land manager is not interested in a trail system running through the site. **The subcommittee should consider deletion of Policy 5.***

- **POLICY 19:** Encourage Metro to purchase additional green space lands on the west side of Multnomah Channel in order to expand and enhance the Burlington Bottoms wildlife area and allow for appropriate recreational uses.

**STRATEGY:** Multnomah County shall forward this policy recommendation to Metro.

**Project Team:** *The goal of the policy is appropriate assuming wetland and habitat protection is needed along the Channel. However, the policy and implementing strategy falls short of actionable particulars. **The subcommittee should consider deletion of this policy** in favor of creating more actionable policies regarding habitat, wetlands, streams, stream banks, and riparian zones – the primary development of these policies is most appropriate for the natural resources subcommittee.*

- **POLICY 27:** Study methods by which the Sauvie Island Rural Fire Protection District can be reimbursed for providing fire and emergency medical services to island visitors.

**STRATEGY:** Multnomah County shall implement this policy by reviewing any revenue or funding proposal from the Sauvie Island Rural Fire Protection District.

**Project Team:** *The goal of the policy is appropriate, but the strategy does not specify how or when this task should be implemented. Perhaps the policy should be more specific if kept in the plan. If the concept of a user fee or other revenue is developed in another policy(s) then the concept of directing funds to emergency services should be considered as part of the larger concept.*

- **POLICY 40:** Assist the Sauvie Island Fire Protection District in formulating emergency communication and evacuation plans for Sauvie Island.

**STRATEGY:** Multnomah County shall implement this policy by responding to requests for assistance from the Sauvie Island Fire Protection District.

**Project Team:** *This goal is being implemented through the Safety Action Team that includes regular meetings with the County Sheriff's office and the Sauvie Island Fire District. Consider updating the policy to indicate continued coordination with key County departments and key first responders.*

- **POLICY 38 [of County Comprehensive Plan]**

It is the County's Policy to coordinate and encourage involvement of applicable agencies and jurisdiction in the land use process to ensure:

Schools

A. The appropriate school district has had an opportunity to review and comment on the proposal.

#### Fire Protection

B. There is adequate water pressure and flow for firefighting purposes; and

C. The appropriate fire district has had an opportunity to review and comment on the proposal.

#### Police Protection

D. The proposal can receive adequate local policy protection in accordance with the standards of the jurisdiction providing police protection.

**Project Team:** *This goal is implemented by the Land Use Division. Applications for development require review by the above listed agencies when applicable. Consider keeping the policy as is unless there is an identified need to add to the list or change the text for accuracy and/or clarity.*

### Potential New Policies:

- Concern regarding the increasing numbers of visitors to Sauvie Island and related issues, such as increased traffic and increased demand on emergency service providers.
- Consider new RAP policy that promotes coordination with ODFW and Columbia County regarding managing impacts of beach users such as traffic, parking (and parking fees), and litter.  
**Project Team:** *This is perhaps the most pressing issue identified by the community and addressing this in the plan update is appropriate. However, the team feels that the Transportation subcommittee is best suited to take up the 'demand management' issues.*
- Consider policy acknowledging farm stand role as source of food and incidentals for local residents and tourists – partially fulfilling the role of 'Rural Center' uses that are lacking on the island. (Note that new 'Rural Center' zones are not possible under the Rural Reserve Designation).  
**Project Team:** *Is there a particular need for a specific policy acknowledging farm stands as a source of food and incidentals?*
- Consider update to natural disaster policies in RAP that recognize natural gas/petroleum products pipelines that run through the Island and across the Channel.  
**Project Team:** *A policy addressing both natural and human caused disasters may be appropriate. The policy would ideally have a tie to land-use and transportation and would be paired with an actionable implanting strategy.*
- Identify needed support facilities for seasonal farm workers and evaluate potential locations and funding options for such facilities.  
**Project Team:** *Information regarding employment (seasonal and year round) within the Rural Plan Area is needed in order to inform policies that are can appropriately address the needs of the work-force. As the RAP and TSP primarily focus on land use and transportation, the policy(s) may only partially address the overall needs of the area work force.*
- Consider policy acknowledging the history, prehistory, and cultural resources of the Island and Channel (Native Americans, Lewis and Clark, settlers, and early farming and dairying).  
**Project Team:** *It is appropriate to acknowledge the cultural and historical context of the Island and the Channel which helps inform the narrative for why and how the area is unique and special. This type of information could be included in the descriptive part of the plan that sets the scene.  
If any policies are contemplated, it is appropriate to be specific as to what the desired outcome ought to be. For instance, there could be a policy that seeks out a specific*



*interpretive 'monument' at the park-and-ride and/or elsewhere. Additionally, it may be appropriate to create policy around requiring notification of the State Historic Preservation Office and the Grand Ronde Tribe for certain kinds of development activities.*

- Wildlife corridors should be considered in order to better accommodate wildlife connectivity. Consider turtle/small animal undercrossing at certain road points. Also consider hedgerows along County right-of-way in certain areas.

**Project Team:** *The issue can be studied further in both the Transportation and Natural Resources subcommittees. Map data and supporting documentation will be needed in order to develop the concept further.*