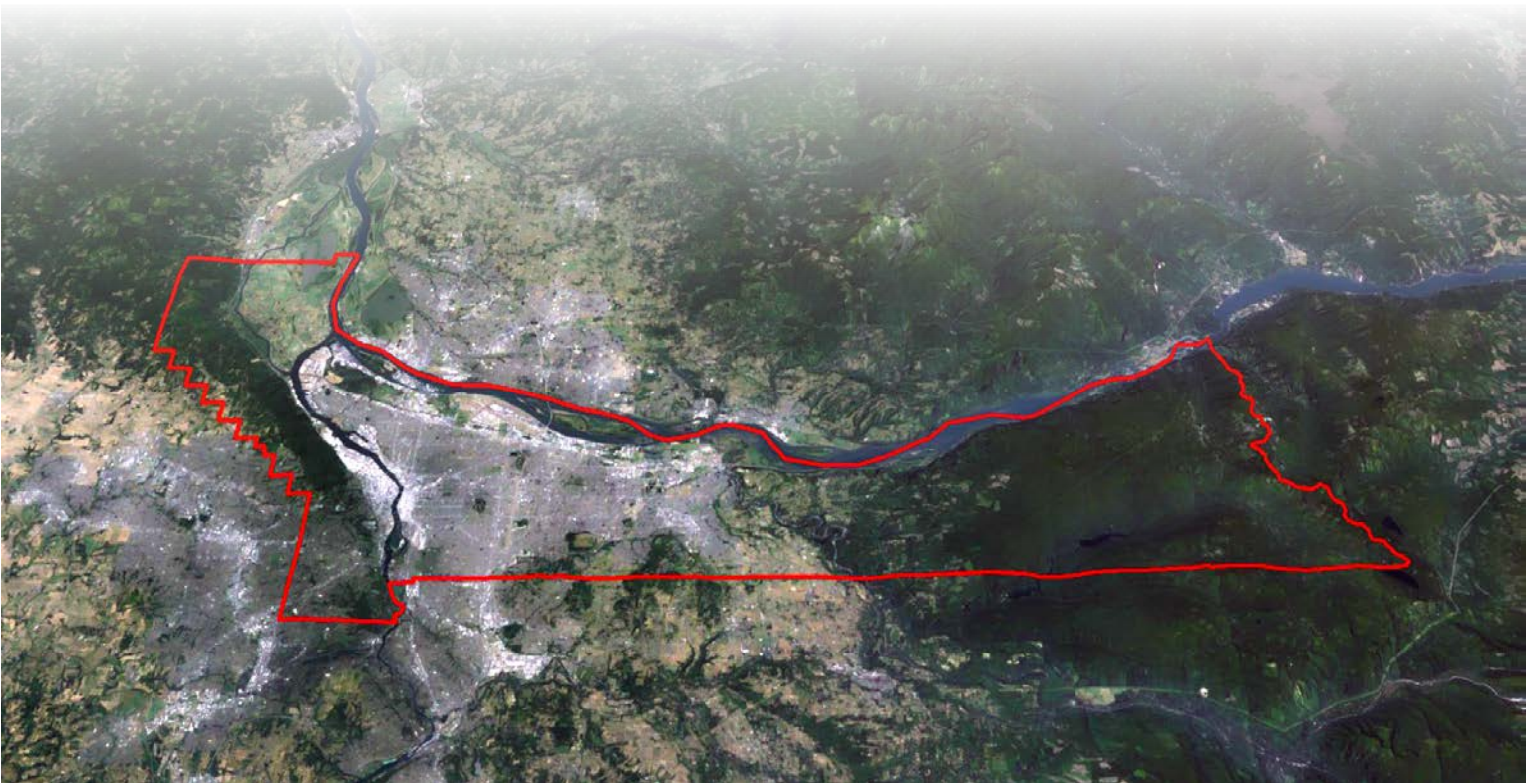


## Appendix A Baseline Report Memo

# Baseline Report



*Demographics, Land Use, Transportation, and Policy*





Prepared by Angelo Planning Group, JLA Public Involvement, Kittelson & Associates, SWCA Environmental Consultants, GeoEngineers, Oregon Public Health Institute.

## CONTENTS

<b>Introduction &amp; Study Area</b> .....	<b>2</b>
<b>Population Demographics, Zoning, and Development</b> .....	<b>4</b>
Population & Demographics .....	4
Zoning & Development .....	24
<b>Policy Gap Analysis</b> .....	<b>43</b>
State Planning Requirements & Policies.....	43
METRO Planning Requirements & Policies .....	49
County Planning Requirements & Policies.....	50
<b>Transportation Facilities and Plans</b> .....	<b>53</b>
Multnomah County Documents .....	54
Adjacent Jurisdiction Documents.....	61
METRO Documents .....	64
State Documents.....	65
Service Provider Plans .....	67

This report describes three types of information relevant to the update of the Multnomah County Comprehensive Plan and Transportation System Plan:

1. Existing conditions with regard to population, development in the rural areas of Multnomah County
2. Information about state, regional and local plans, statutes and administrative rules and other policies relevant to the Comprehensive Plan update
3. Transportation plans and policy issues relevant to the Comprehensive Plan and TSP update <sup>1</sup>

Rural Multnomah County is broken down into the following subareas, shown on Figure 1:

1. East of Sandy River
2. West of Sandy River
3. Pleasant Valley
4. Interlachen
5. West Hills
6. Sauvie Island
7. Columbia River Gorge National Scenic Area

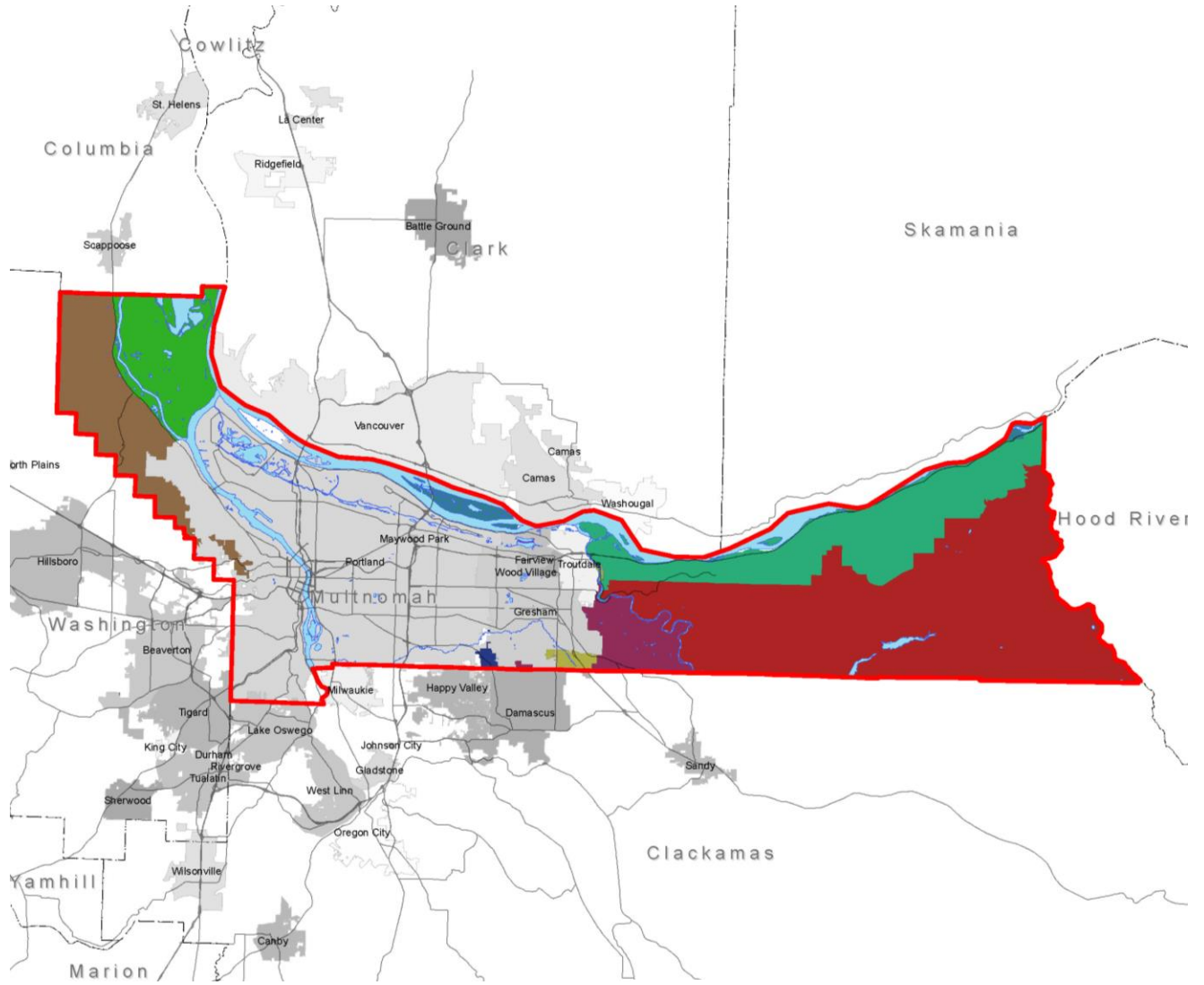
Government Island is also within the unincorporated portion of the County. That area is used primarily for agricultural purposes with some recreational access to the shore/beach areas. However, the island does not have any full-time inhabitants, public facilities or road access. Therefore, it is not described in detail in the remainder of this report.

---

<sup>1</sup> These issues are described in more detail in the following technical memoranda: TM 3.1: Population Demographics, Zoning, and Development; TM 3.2: Transportation Facilities and Plans; and TM 3.3: State and Regional Requirements & Gap Analysis



Figure 1. Context Map



**Legend**

- Multnomah County
- Major roads
- Major rivers and water bodies
- Plan Areas**
- COLUMBIA RIVER GORGE NATIONAL SCENIC RURAL
- COLUMBIA RIVER GORGE NS RURAL / TROUTDALE UPA
- EAST OF SANDY RURAL AREA
- INTERLACHEN URBAN
- MCC 11.15 CODE / PLEASANT VALLEY URBAN
- PLEASANT VALLEY URBAN
- SAUVIE ISLAND AND MULTNOMAH CHANNEL RURAL
- SPRINGWATER
- WEST HILLS RURAL
- WEST OF THE SANDY RIVER RURAL

## POPULATION DEMOGRAPHICS, ZONING, AND DEVELOPMENT

This section summarizes and builds upon the Multnomah County Demographic Profile completed as part of Task 2. Zoning and land use data was obtained from Multnomah County and Metro's Regional Land Information System (RLIS).

### POPULATION & DEMOGRAPHICS

#### ANALYSIS AREAS

Much of this analysis is based on US Census data, the boundaries of which do not align perfectly with the rural planning area boundaries. For example, the Census tract for Sauvie Island covers that rural area as well as a portion of West Hills (as defined in the Comprehensive Framework Plan and West Hills Rural Area Plan). The census tracts and block groups used in this analysis to describe the rural subareas of Multnomah County are shown in Figure 2 through Figure 4 and listed in Table 1. Additionally, some data is unavailable at the block group level, and block group boundaries have changed between the 2000 and 2010 censuses. In some cases, this memorandum simply describes the rural areas as West Multnomah County and East Multnomah County, as appropriate to address the shifts in boundaries over time and avoid inaccuracies in representing data trends over time.

Figure 2. Study Area Census Tracts (70, 71, 104.02, and 105)

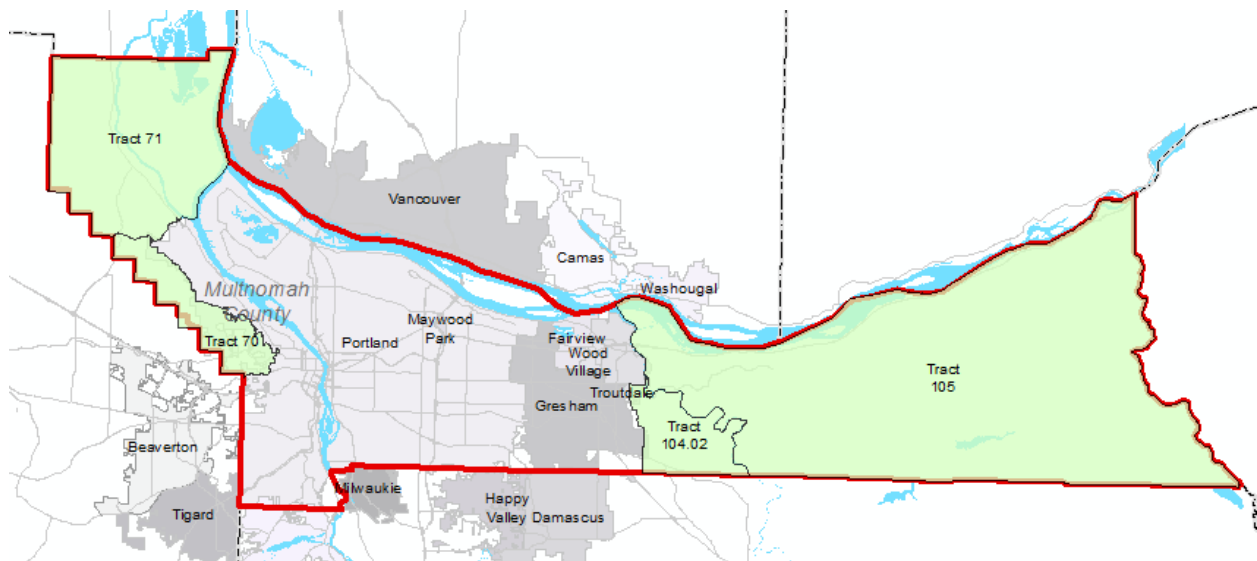


Figure 3. Study Area Block Groups (East Multnomah County)

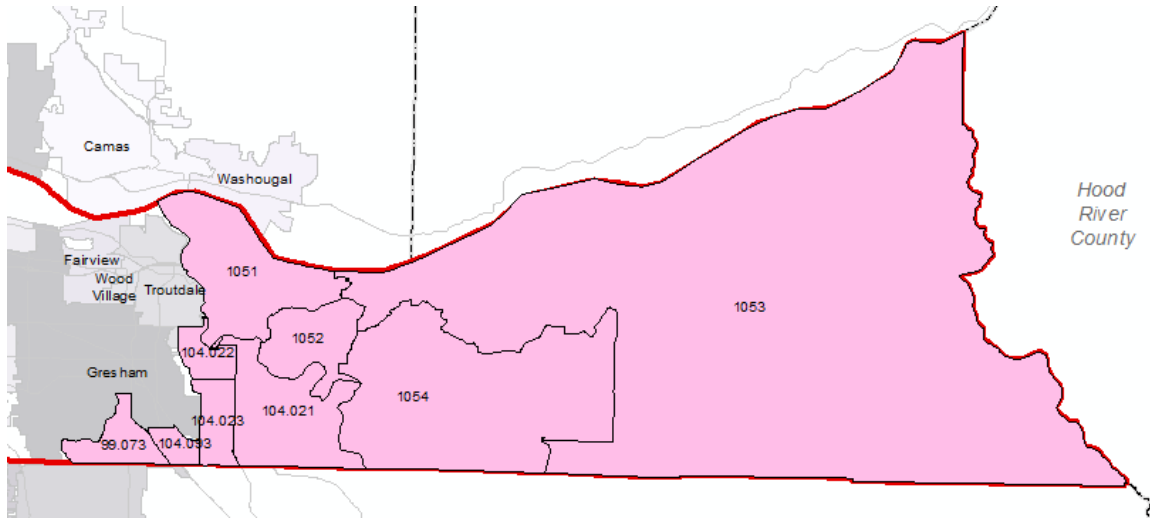


Figure 4. Study Area Block Groups (West Multnomah County)

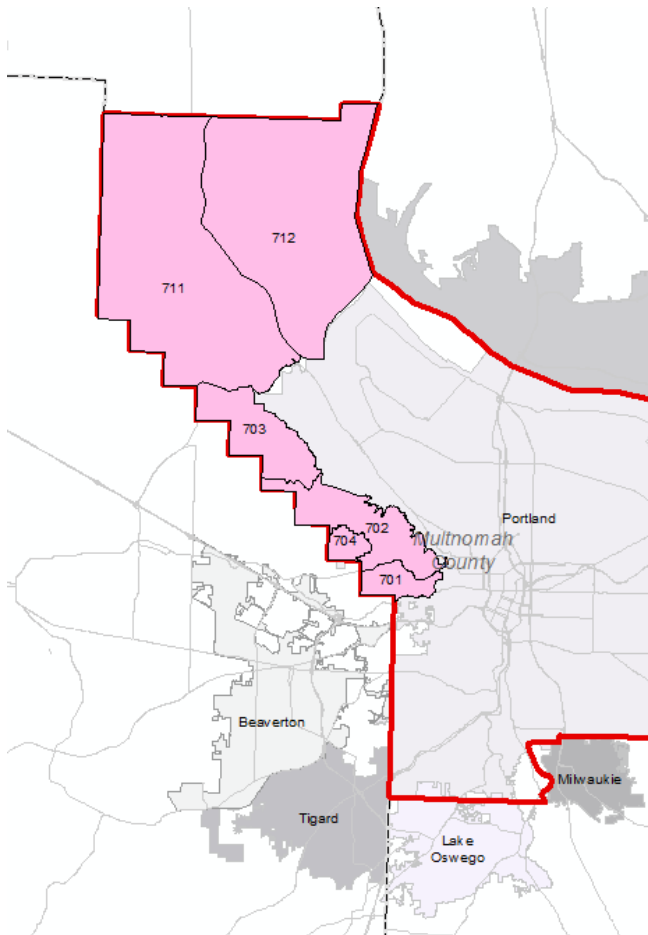




Table 1. Multnomah County Rural Subareas and Census Geographies

Plan Area	Census Geographies	
	2000 Census, 2010 Census, 2008-2012 ACS	2010 Census
East of Sandy River	Tract 105	Tract 105 BG 12 3 4
West of Sandy River	Tract 104.02	Tract 104.02 BG 1 2 3 ; Tract 104.09 BG 3; Tract 99.07 BG 3
West Hills	Tract 70	Tract 70, BG 1 2 3 4; Tract 71 BG 1
Sauvie Island	Tract 71	Tract 71 BG 2
West Multnomah County	Tracts 70 and 71	
East Multnomah County	Tracts 104.2 and 105	

The remainder of this section describes the characteristics of Multnomah County and its subareas along the following topic lines: Population and Growth, Race/Ethnicity, Family and Households, Health Impacts, and Implications for Planning.

## POPULATION & GROWTH

Table 2 below describes the population of Multnomah County and its subareas. In 2010, the population of Multnomah County was at 735,334<sup>2</sup>. This represents a significant increase from the 2000 Census figure of 660,486. Between the years 2000 and 2010, Multnomah County grew by 11.3%, or roughly 1.08% on average per year. This is similar to the State of Oregon, which grew 11.97%, or 1.14% per year, during the same period.

Table 2. Population of Multnomah County

	2010 Census
<b>Multnomah County</b>	735,334
East of Sandy River	3,926
West of Sandy River	10,184
West Hills	10,052
Sauvie Island	888

Source: 2010 Census Block Group Data

In contrast, the rural areas of the county grew at a much higher rate from 2000 to 2010 (see Table 3). West Multnomah County grew at roughly 3.2% a year on average, and East Multnomah County grew at roughly 1.5% per year on average. While this does not represent a significant change in total population compared to growth in the County as a whole, it is a relatively high growth rate for a rural area in Oregon, particularly compared to other rural parts of the state.

<sup>2</sup> Source: U.S. Census Bureau 2010 Census

Table 3. Change in Population - 2000 Census and 2010 Census

	2000	2010	% Change	Population Density***
<b>Multnomah County</b>	660,486	735,334	11.3%	2.47 People/Acre
West Multnomah County*	7,963	10,940	37%	.25 People/Acre
East Multnomah County**	8,668	10,061	16%	.11 People/Acre
<b>State of Oregon</b>	3,421,399	3,831,074	11.9%	--

\* Includes Sauvie Island and West Hills subareas

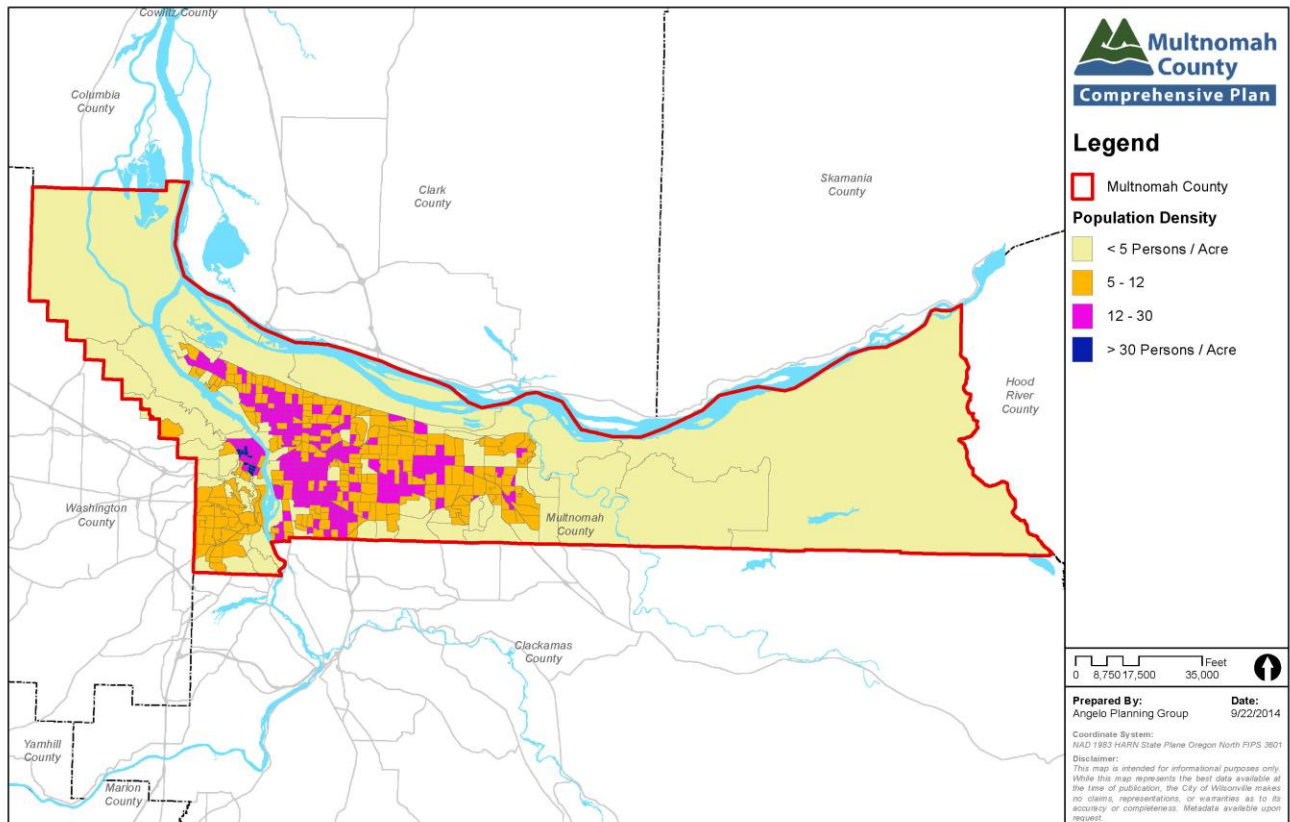
\*\* Includes East of Sandy River and West of Sandy River subareas

\*\*\* Calculated as 2010 population / total acres within Census Block Groups listed in Table 1

Source: 2000 and 2010 Census Tract Level Data

Figure 5 shows the population density of the county by block group, as of 2010. Unsurprisingly, most of the county's population is within the City of Portland and its suburbs and population density is much higher in those portions of the County.

Figure 5. Population Density Map



## RACIAL/ETHNIC BREAKDOWN

Table 4 below describes the racial and ethnic breakdown of Multnomah County, the county's rural areas, and the State of Oregon. Overall, Multnomah County has a somewhat higher proportion of African American and Asian residents than the state as a whole. The State of Oregon and Multnomah County have roughly same proportion of Hispanic/Latino residents, American Indian and Alaska Native residents, and Native Hawaiian and other Pacific Islander residents. However, the county's rural areas have contrasting demographic profiles when compared to the county as a whole and the State of Oregon. In general, the rural subareas have significantly less racial/ethnic diversity than the rest of the county and the state as a whole.

Table 4. Race and Ethnicity

	<b>East of Sandy River</b>	<b>West of Sandy River</b>	<b>West Hills</b>	<b>Sauvie Island</b>	<b>Multnomah County</b>	<b>State of Oregon</b>
<b>RACE</b>						
African American	0.7%	1.0%	1.0%	0.2%	5.4%	1.8%
American Indian or Native Alaskan	0.6%	0.7%	0.8%	1.8%	0.8%	1.4%
Asian	1.3%	3.1%	11.0%	1.0%	6.5%	3.7%
Native Hawaiian or Pacific Islander	0.0%	0.4%	0.1%	0.1%	0.5%	0.3%
Other Race	1.3%	3.5%	0.8%	5.2%	0.2%	5.3%
Two or More Races	3.4%	3.7%	3.8%	2.5%	5.4%	1.8%
White	92.7%	87.6%	82.5%	89.2%	72.1%	83.6
<b>Ethnicity</b>						
Hispanic/Latino	3.5%	7.8%	3.3%	0.9%	10.9%	11.7%
Not Hispanic/Latino	96.5%	92.2%	96.7%	90.1%	89.1%	88.3%

Source: 2010 Census Block Group Data

## RACE AND ETHNICITY MAPS

The maps on the following pages show the distribution of race and ethnicity in the county.

Figure 1. Race – Percent White by Block Group

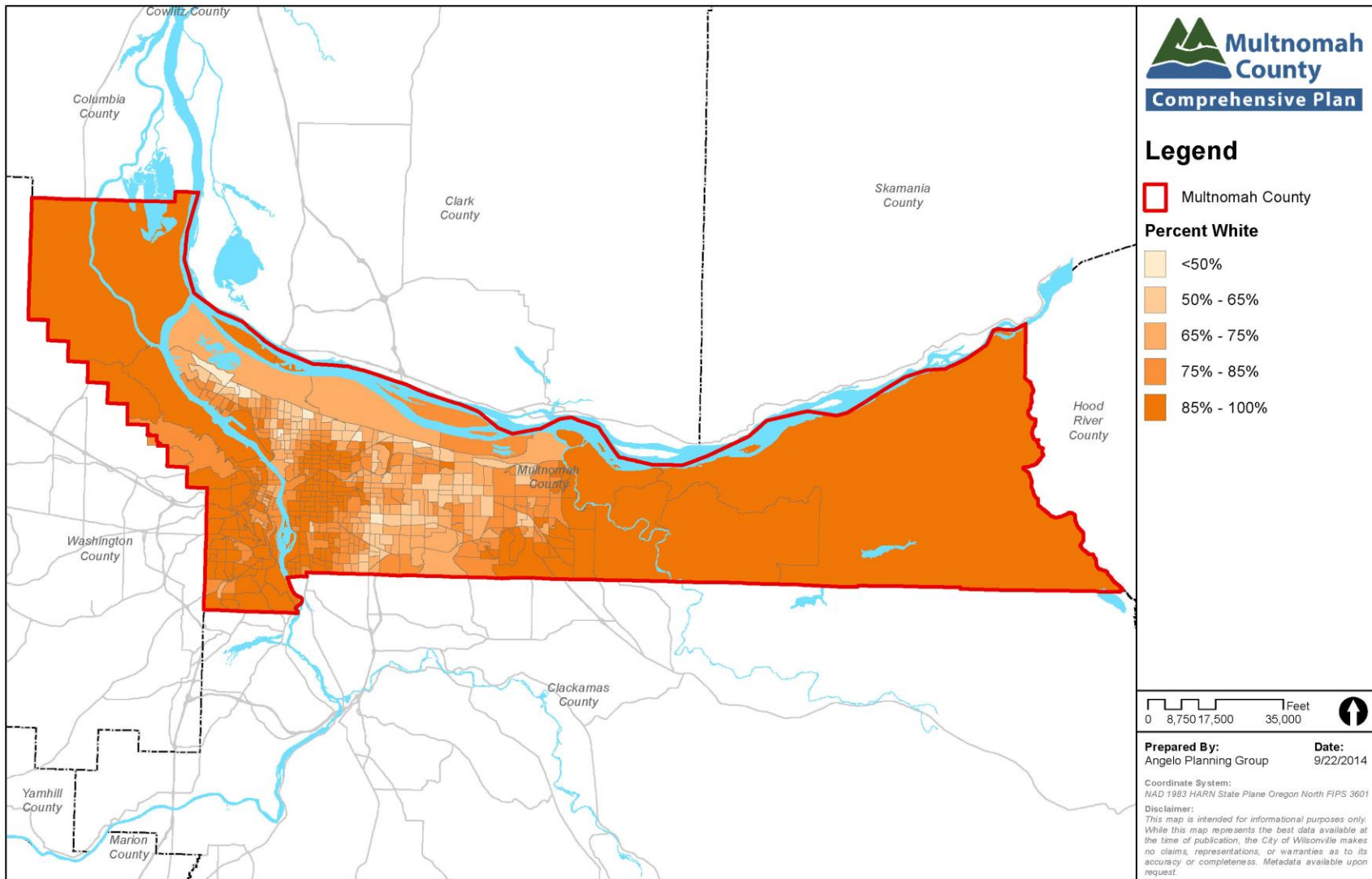




Figure 2. Percent African American by Block Group

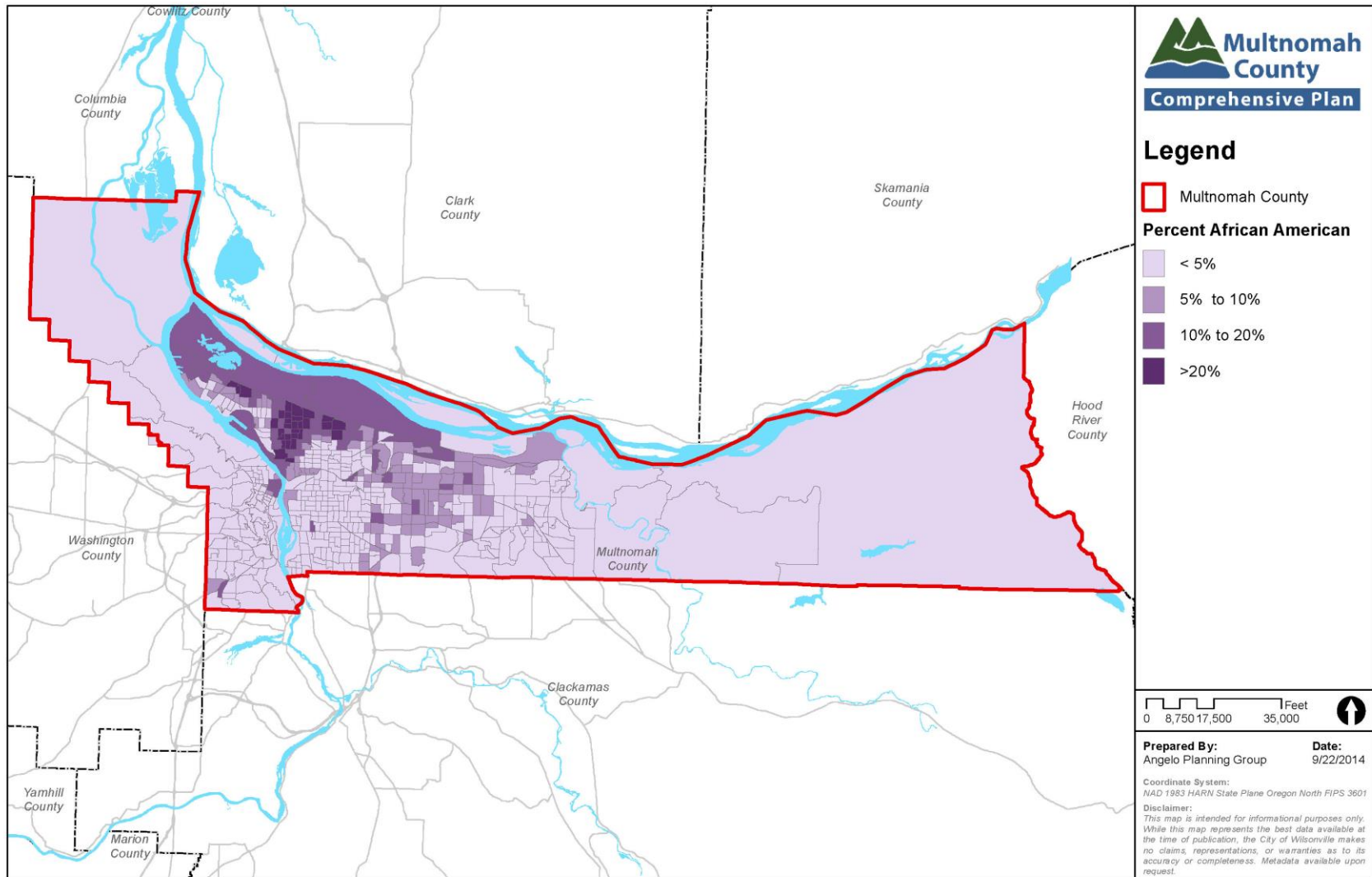


Figure 3. Percent Hispanic by Block Group

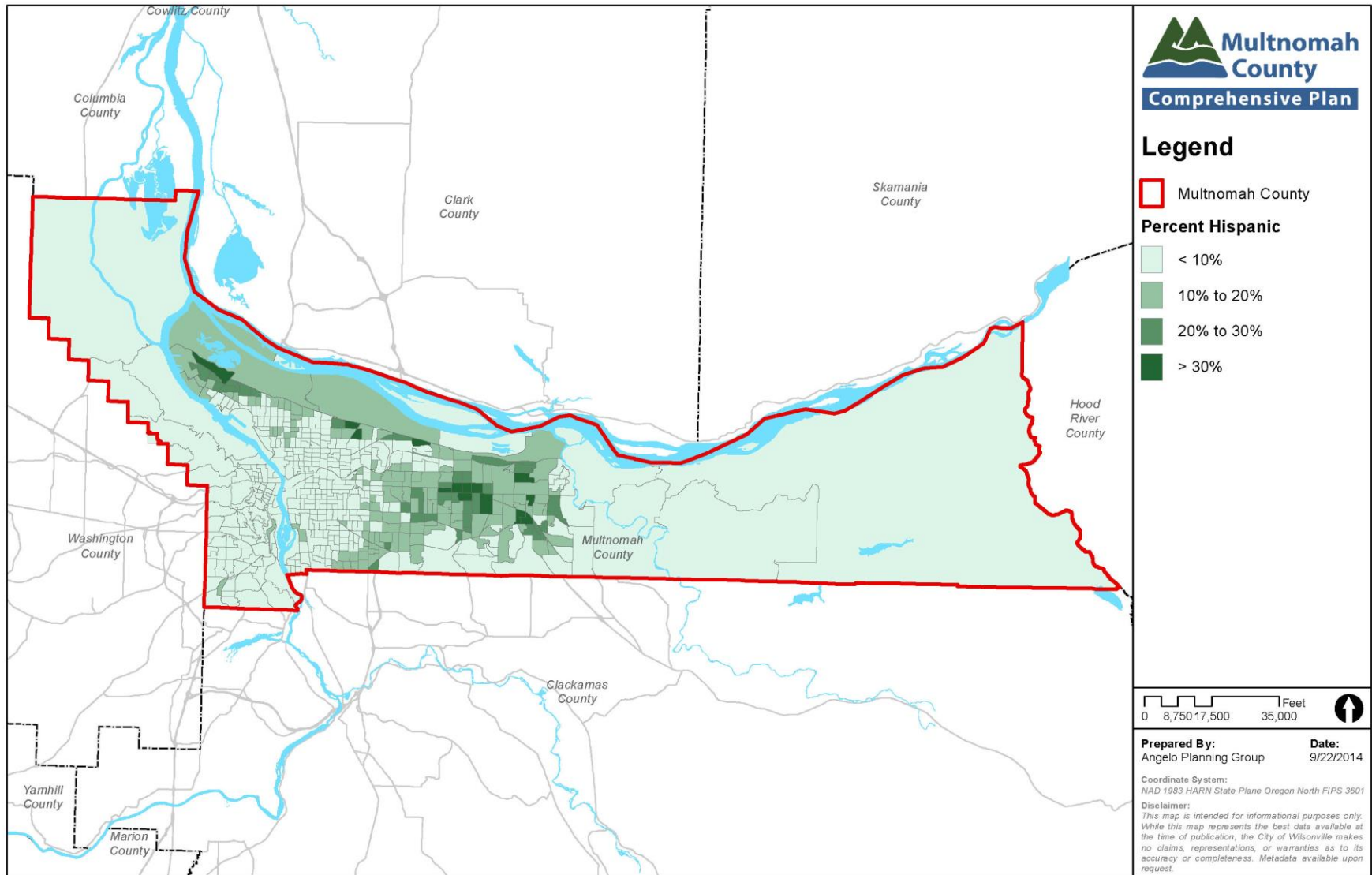
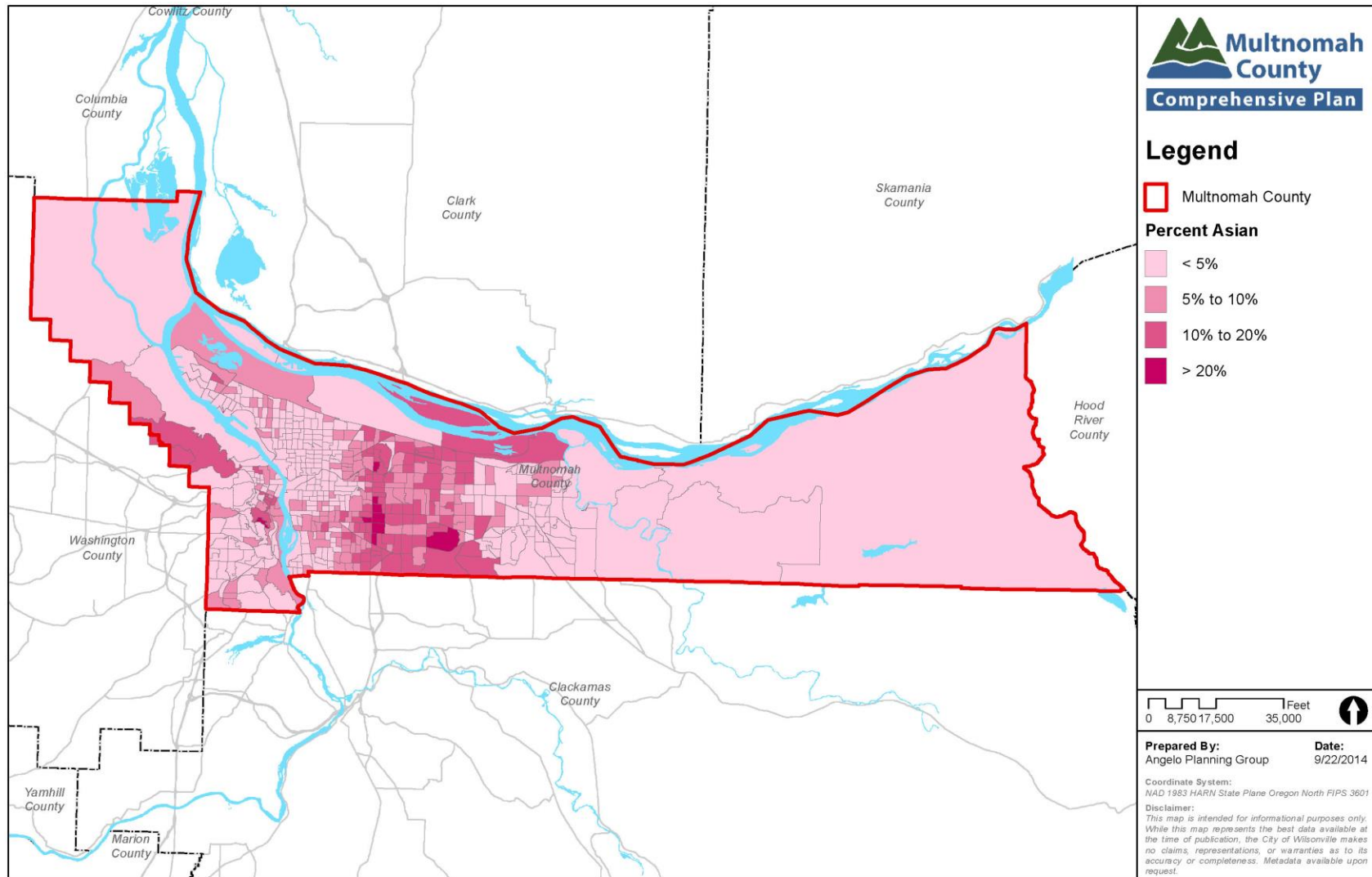


Figure 4. Percent Asian by Block Group



## LANGUAGE SPOKEN AT HOME

Language spoken at home is described in Table 5. Overall, the proportion of residents who speak a language other than English at home is somewhat lower than that of the County as a whole. Although margins of error are high, it appears that there is a higher proportion of residents who speak Other Indo-European languages at home in East County, and residents who speak Asian and Pacific Islander Languages at home in West County.

Table 5. Language Spoken At Home

	West Multnomah County		East Multnomah County		Whole County
	Tract 70	Tract 71	Tract 104.2	Tract 105	--
English Only	83.6% +/-4.1	93.0% +/-5.4	92.9% +/-3.2	86.8% +/-6.8	80.4% +/-0.4
Language Other Than English	16.4% +/-4.1	7.0% +/-5.4	7.1% +/-3.2	13.2% +/-6.8	19.6% +/-0.4
Spanish	2.3% +/-1.7	5.5% +/-4.3	3.9% +/-2.5	2.2% +/-1.6	<b>8.3% +/-0.2</b>
Other Indo-European Languages	6.0% +/-2.6	1.5% +/-2.1	1.9% +/-2.0	7.8% +/-4.1	4.5% +/-0.3
Asian and Pacific Islander Languages	7.8% +/-2.2	0.0% +/-1.3	0.8% +/-0.7	3.2% +/-3.3	5.6% +/-0.2
Other Languages	0.3% +/-0.5	0.0% +/-1.3	0.6% +/-0.7	0.0% +/-0.9	1.1% +/-0.2

Source: 2008-2012 ACS Data

## FAMILY AND HOUSEHOLDS

In Multnomah County, roughly 53% of households are Family Households, defined by the US Census Bureau as “a group of two or more people related by birth, marriage, or adoption and residing together.” As shown in Table 6, the only rural subarea that has a similar family household percentage is Sauvie Island, with 56.8%. All other rural subareas have higher than a 70% Family Household rate. For comparison, 63.4% of Oregonians live in Family Households.

The State of Oregon and Multnomah County have similar Median Ages, 38.4 and 35.7, respectively. However, the median age in rural subareas in the county are significantly higher. Of the County’s rural areas, Sauvie Island has the highest proportion of nonfamily households, the lowest average household size, and the highest median age.



Table 6. Family and Households

	East of Sandy River	West of Sandy River	West Hills	Sauvie Island	Multnomah County	State of Oregon
<b>Number of Households</b>	1,433 (100%)	3,573 (100%)	3,938 (100%)	410 (100%)	304,540 (100%)	1,518,938 (100%)
Family Households	1,063 (74.2%)	2831 (79.2%)	2,832 (71.9%)	233 (56.8%)	163,539 (53.7%)	963,467 (63.4%)
Nonfamily Households	370 (25.8%)	742 (20.8%)	1,106 (28.1%)	177 (43.2%)	141,001 (46.3%)	555,471 (36.6%)
Mean Household Size	2.65	2.85	2.56	2.14	2.35	2.47
Median Age	44.8	40.1	43.9	50	35.7	38.4

Source: 2010 Census Block Group Data

Table 7. Housing Occupancy

Subject	WEST MULTNOMAH COUNTY				EAST MULTNOMAH COUNTY			
	Census Tract 70		Census Tract 71		Census Tract 104.02		Census Tract 105	
	Estimate & Margin of Error	Percent and Margin of Error	Estimate & Margin of Error	Percent and Margin of Error	Estimate & Margin of Error	Percent and Margin of Error	Estimate & Margin of Error	Percent and Margin of Error
<b>Total housing units</b>	3,260 +/-111	100%	1,266 +/-113	100%	2,098 +/-84	100%	1,569 +/-115	100%
Occupied housing units	3,129 +/-118	96.00% +/- 3.0	1,190 +/-121	94.00% +/- 5.2	1,998 +/-94	95.20% +/- 3.6	1,471 +/-119	93.80% +/- 4.7
Vacant housing units	131 +/-100	4.00% +/- 3.0	76 +/-66	6.00% +/-5.2	100 +/-77	4.80% +/- 3.6	98 +/-75	6.20% +/- 4.7

Source: US Census Bureau 2008-2012 ACS Data

Table 8. Housing Tenure & Household Size

Subject	WEST MULTNOMAH COUNTY				EAST MULTNOMAH COUNTY			
	Census Tract 70		Census Tract 71		Census Tract 104.02		Census Tract 105	
	Estimate	Percent	Estimate	Percent	Estimate	Percent	Estimate	Percent
<b>Occupied housing units</b>	3,129 +/-118	100%	1,190 +/-121	100%	1,998 +/-94	100%	1,471 +/-119	100%
Owner-occupied	2,708 +/-162	86.50% +/-3.9	1,003 +/-128	84.30% +/-5.7	1,568 +/-136	78.50% +/-5.9	1,119 +/-138	76.10% +/-7.5
Renter-occupied	421 +/-124	13.50% +/-3.9	187 +/-69	15.70% +/-5.7	430 +/-120	21.50% +/-5.9	352 +/-114	23.90% +/-7.5
Avg. household size of owner-occupied unit	2.7 +/-0.13	(X)	2.24 +/-0.19	(X)	3.2 +/-0.20	(X)	2.94 +/-0.35	(X)
Avg. household size of renter-occupied unit	2.37 +/-0.41	(X)	2.36 +/-0.97	(X)	2.57 +/-0.46	(X)	2.18 +/-0.56	(X)

Source: US Census Bureau 2008-2012 ACS Data

For the 2008-2012 survey window, the study tracts have a high occupancy rate roughly on par with that of the County as a whole (93.7% +/- .4%). Occupied housing units in West Multnomah County are roughly 85% owner-occupied and 15% renter-occupied, and roughly a similar split exists in East Multnomah County.<sup>3</sup> In contrast, Multnomah County as a whole is roughly 55% owner-occupied and 45% renter-occupied.

Owner-occupied units have a greater average household size than renter-occupied units, and East Multnomah County appears to have a higher average owner-occupied household size than West Multnomah County. The county as a whole has an average household size of 2.54 and 2.17 for owner-occupied units and renter-occupied units, respectively.

## ECONOMIC CHARACTERISTICS

Figure 5. Census Tract Reference for Economic Characteristics

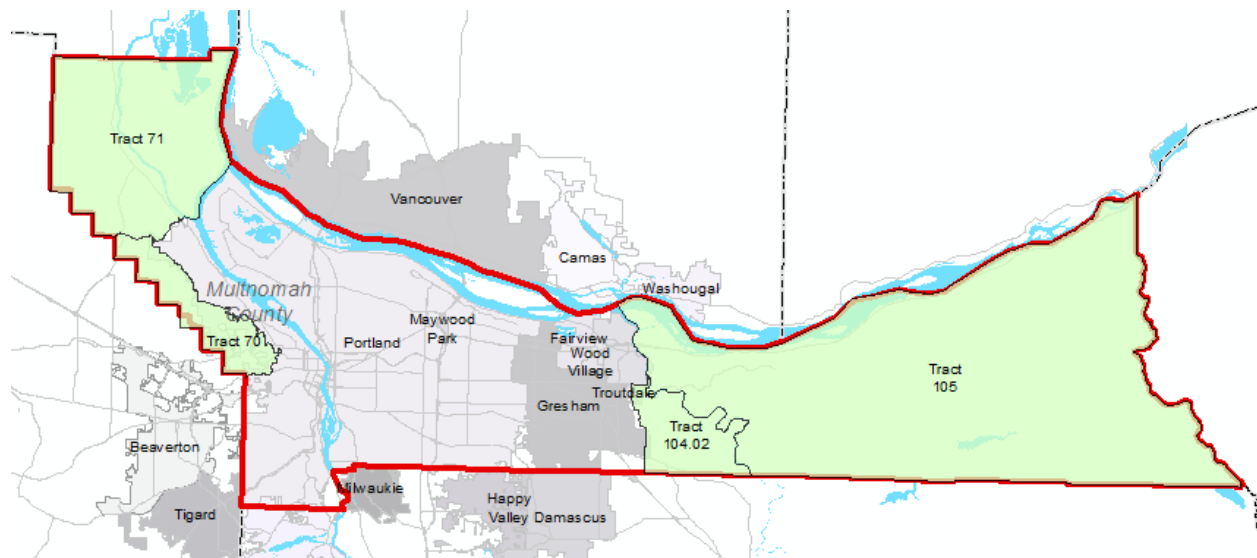


Table 9 describes selected economic characteristics of the study area. The rural areas of the county have a higher median household income than the county as a whole. West County seems to generally have a higher income, lower unemployment rate, and lower poverty rate than East County or Multnomah County as a whole, particularly Tract 70, which approximates the West Hills rural plan area. Due to the small sample size, however, margins of error are fairly high.

<sup>3</sup> Margins of error in the ACS data are between 3.9% and 7.5%, or about the same size as the difference between tracts.

Table 9. Economic Characteristics

	West County		East County		Multnomah County
	Tract 70	Tract 71	Tract 104.2	Tract 105	--
<b>Median Household Income</b>	\$148,832 (+/- \$19,429)	\$78,894 (+/- \$14,306)	\$76,630 (+/- \$9,464)	\$65,938 (+/- \$10,090)	\$51,582 (+/- \$739)
<b>Unemployed</b>	7.4% (+/-2.8%)	6.1% (+/-4.3%)	14.8% (+/-6.5%)	12.1% (+/-6.1%)	10.4% (+/-0.4%)
<b>Individuals below poverty level in past 12 months</b>	4.5% (+/-3.8%)	3.4% (+/-2.8%)	9.7% (+/-2.8%)	13.4% (+/-7.3%)	17.1% (+/-0.6%)

Source: US Census Bureau 2008-2012 ACS Data

## PUBLIC HEALTH

A detailed review of relevant Multnomah County public health publications, data, and existing conditions for planning-related health determinants and outcomes is included in the Multnomah County Community Demographic Profile dated October 1, 2014. What follows is a selection of that profile.

The update of the County's Comprehensive plans offers both the opportunity to reduce unintended negative health consequences of policy decisions and enhance opportunities to improve public health. A key first step in addressing health in the development of a Comprehensive plan is identifying the baseline health status of the community that the Comprehensive plan applies to. Table 10 lists some of the primary health determinants<sup>4</sup> and health outcomes<sup>5</sup> that researchers have identified as being related to Comprehensive plans.

<sup>4</sup> A "health determinant" is defined as the range of personal, social, economic and environmental factors which determine the health status of individuals or populations. Examples include behavioral determinants such as consumption of fruits and vegetables, physical activity, and smoking, and environmental determinants such as convenient access to healthy food retail, air quality, and traffic infrastructure.

<sup>5</sup> A "health outcome" refers to the health status of an individual, group or population which is attributable to a number of determining factors such as behaviors, social and community environments, health care services, and genetics. Examples include: depression, diabetes, physical injury, asthma, and premature death.

Table 10. Key Planning Related Health Determinants and Health Outcomes

Health Determinants		Health Outcomes
<ul style="list-style-type: none"> <li>• Opportunities for physical activity</li> <li>• Access to healthy food</li> <li>• Access to health care services</li> <li>• Exposure to air pollution</li> <li>• Exposure to water pollution</li> <li>• Exposure to environmental hazards</li> <li>• Traffic safety</li> </ul>	<ul style="list-style-type: none"> <li>• Access to cultural resources</li> <li>• Exposure to noise</li> <li>• Access to jobs</li> <li>• Access to education</li> <li>• Access to safe, affordable housing</li> <li>• Opportunities for social cohesion</li> <li>• Emergency preparedness</li> </ul>	<ul style="list-style-type: none"> <li>• Heart disease</li> <li>• Cancer</li> <li>• Obesity</li> <li>• Asthma</li> <li>• Physical injury</li> <li>• Stress</li> <li>• Depression</li> <li>• Life expectancy</li> <li>• Communicable diseases</li> <li>• Stroke</li> </ul>

Many of the health determinants listed in Table 10 are already routinely considered as part of many Comprehensive planning processes. Other health determinants such as access to jobs, education, and cultural resources are also often considered to a certain extent in many planning processes, while others such as opportunities for physical activity and access to health care and services are relatively new.

---

#### EXISTING CONDITIONS FOR KEY PLANNING-RELATED HEALTH DETERMINANTS AND OUTCOMES

The Coalition for a Livable Future (CLF) produced a web-based “Regional Equity Atlas” that provides Census Tract level data for Multnomah County for many planning-related health determinants and outcomes considered by the health department reports<sup>6</sup>. What follows is a summary of this data, beginning with health determinants, followed by health outcomes.

---

#### HEALTH DETERMINANTS:

The Equity Atlas provides information on the following planning-related health determinants:

- Access to opportunities for physical activity
- Access to healthy and unhealthy food
- Access to opportunities for social cohesion
- Access to health supportive goods and services

For health determinants, the Equity Atlas provides information on a related set of individual issues, and then produces a composite score for each determinant. As the Tables indicate below, the scores for each individual issue range from 0 to 5, with lower scores indicating relatively poor access and higher scores indicating relatively good access.<sup>7</sup>

---

<sup>6</sup> The Regional Equity Atlas is available online at <https://clfuture.org/equity-atlas>

<sup>7</sup> Detailed information about the data and methodology used to construct the Equity Atlas is available on CLFs website: <https://clfuture.org/programs/regional-equity-atlas>.



The indicators discussed and summarized below are rough indicators and do not generally account for many of the differences between urban and rural communities. For example, the larger lots in rural areas themselves provide more opportunities for physical activity than urban and suburban lots, and larger lots provide more opportunities for vegetable gardening and animal husbandry, thus increasing potential access to healthy foods.

Additionally, rural zoning is primarily intended to preserve and protect resource lands, and therefore does not permit most non-farm and non-forest uses. Consequently, persons residing in these rural areas will not have the same degree of access to health-supportive goods and services as urban residents. Similarly, the low residential density caused by rural zoning typically cannot support locating these uses in outlying rural areas from a market perspective.

### OPPORTUNITIES FOR PHYSICAL ACTIVITY:

In general, when people have easy access to opportunities for physical activity, they are more likely to be more physically active. Table 11 provides a summary of the relative accessibility of multiple different opportunities for physical activity, based on proximity to areas or facilities that provide opportunities to engage in physical activity. As the individual and composite scores indicate, the plan areas have uniformly lower access to opportunities for physical activity than the rest of the county, with the exception of proximity to natural areas where the West Hills and East of the Sandy River have relatively better access. Within the plan areas themselves, Sauvie Island has the worst access, and the West Hills has the best.

Table 11. Proximity to Physical Activity Spaces

Plan Area (Tract)	Parks <sup>a</sup>	Natural Areas <sup>b</sup>	Green-spaces <sup>c</sup>	Water Access <sup>d</sup>	Recreation Facilities <sup>e</sup>	Transit <sup>f</sup>	Bikability <sup>g</sup>	Sidewalks <sup>h</sup>	Composite
East of Sandy River (105)	1.11	4.08	0.99	0.98	0.95	0.95	1.94	0.95	23
West of Sandy River (104.02)	1.3	2.1	2.02	1.08	1.05	0.98	2.71	1.07	24
West Hills (70)	2.09	2.9	3.31	1	1.01	1.01	1.98	1.17	32
Sauvie Island (71)	1.01	1.39	1.03	1.05	0.92	0.92	2.27	0.92	14
Multnomah County	4.23	2.82	4.23	1.10	2.19	1.68	4.04	3.08	65

<sup>a</sup> Publicly accessible parks are defined as active or passive recreation areas where facilities exist primarily intended for recreational uses by the public;

<sup>b</sup> Publicly accessible natural areas are managed primarily for the value of natural resources as buffers, conservation and/or habitat protection;

<sup>c</sup> Publicly accessible greenspaces are a general category that is not specifically a park or natural area; greenspaces generally have limited public access and include common areas of a subdivision or condominium complex, cemeteries, golf courses and school grounds that are not specifically designated for general public use

<sup>d</sup> The Water Access indicator shows proximity to points where motorized and non-motorized boats can be launched. These sites have parking areas for cars and include boat ramps.

<sup>e</sup> Recreation facilities were compiled from the Metro RLIS data and include pools, tennis courts, sports fields, community centers, stadiums, and fairgrounds

<sup>f</sup> The Transit Access indicator is a measure of the proximity to public transit stops and the frequency of trips through those transit stops (bus, streetcar, MAX and Vancouver transit).

<sup>g</sup> The Bikeability indicator is a density raster that shows suitability for biking and is based on Metro's "Bike There!" map designations.

<sup>h</sup> The Walkability indicator shows the density of sidewalk coverage as a measure of the walkability of a particular area.

**ACCESS TO HEALTHY AND UNHEALTHY FOOD OUTLETS**

Table 12 summarizes the relative accessibility of healthy and unhealthy food outlets in different parts of Multnomah County. Scores for unhealthy food access are reversed from the other scores, with higher scores indicating lower access to unhealthy foods. This was done because lower access is considered better for health. As Table 12 indicates, while the plan areas have significantly less access to unhealthy foods, they also have relatively less access to sources of healthy food compared to the County as a whole.

Table 12. Proximity to Healthy and Unhealthy Food Outlets

Plan Area (Tract)	Unhealthy Food <sup>a</sup>	Grocery Stores <sup>b</sup>	Food Pantries <sup>c</sup>	Farmers Markets <sup>d</sup>	Composite
<b>East of Sandy River (105)</b>	4.05	0.98	0.95	0.95	28
<b>West of Sandy River (104.02)</b>	3.94	1.54	1.01	0.98	30
<b>West Hills (70)</b>	3.89	1.48	1.03	1	30
<b>Sauvie Island (71)</b>	4.08	0.97	0.92	0.96	28
<b>Multnomah County</b>	1.28	3.62	3.01	2.32	41

<sup>a</sup>The Unhealthy Food indicator is compiled from a list of NAICS codes (North American Industry Classification System) that includes Fast-Food Restaurants (722211), Convenience Stores (445120), Beer, Wine, and Liquor Stores (445310), and Gasoline Stations with Convenience Stores (447110).

<sup>b</sup>The Supermarkets and Grocery Store indicator is compiled from a list of NAICS codes (North American Industry Classification System) that includes supermarkets and other grocery stores (445110)

<sup>c</sup>The Supplemental Food Programs indicator includes sites that provide access to supplemental food (food pantries) and summer food programs for children

<sup>d</sup>The Farmers' Market indicator provides information on access to fresh foods and was manually compiled from the national list maintained by the U.S. Department of Agriculture and other sources including Portland Farmers' Markets and the Oregon Environmental Council. The list of farmers' markets was combined with produce stands retrieved from a list of NAICS codes (North American Industry Classification System) that includes fruit and vegetable markets (permanent) (445230)

## OPPORTUNITIES FOR SOCIAL COHESION

Social cohesion, or social capital, refers to the degree to which people know, trust, and interact with other members of their community, and the degree to which people are involved in organizing or influencing their community. High levels of social cohesion can contribute to positive health outcomes by enabling the dissemination of health-related information such as medical care options, establishing and maintaining social norms and practices associated with healthful behaviors, and by discouraging unhealthful behaviors such as smoking and drug use. In addition, higher levels of social cohesion have been correlated with increased rates of physical activity, including walking and biking among both children and adults.

Numerous features of a community can contribute to social cohesion, including faith-based institutions, community centers, the presence of arts and cultural organizations and civic and community organizations, and public libraries. In general, the more opportunities for social cohesion there are in a community, the more cohesive a community is likely to be. As Table 13 indicates, the plan areas have relatively few of these features compared to the county as a whole.

Table 13. Proximity to Opportunities for Social Cohesion, by Plan Area

Plan Area (Tract)	Faith Based Institutions <sup>a</sup>	Community Spaces <sup>b</sup>	Arts and Culture Orgs. <sup>c</sup>	Civic and Community Orgs. <sup>d</sup>	Public Libraries <sup>e</sup>	Composite
East of Sandy River (105)	1.01	0.95	0.99	0.98	0.95	8
West of Sandy River (104.02)	1.57	1.11	1	1.19	0.98	13
West Hills (70)	1.33	1.38	1.73	1.54	1.01	19
Sauvie Island (71)	0.97	0.95	0.96	1.02	0.92	8
Multnomah County	4.07	3.70	3.46	3.63	1.78	65

<sup>a</sup> The Faith-Based Institutions indicator is compiled from a list of NAICS codes (North American Industry Classification System) that includes (1) establishments primarily engaged in operating religious organizations, such as churches, religious temples, and monasteries, and/or (2) establishments primarily engaged in administering an organized religion or promoting religious activities (813110).

<sup>b</sup> The Community Spaces and Indoor Gathering Places indicator is compiled from a list of NAICS codes (North American Industry Classification System) that includes civic and social organizations (813410) and coffee shops (722213) as well as schools, community centers and grange associations.

<sup>c</sup> The Arts and Culture indicator is compiled from a list of NAICS codes (North American Industry Classification System) that includes Theater Companies and Dinner Theaters (711110), Dance Companies (711120), Musical Groups and Artists (711130), Other Performing Arts Companies (711190), Museums (712110), Historical Sites (712120), and Zoos and Botanical Gardens (712130) as well as a list of arts and culture organizations in Oregon provided by the Oregon Cultural Trust and a list of the location of street art provided by the Regional Arts and Culture Council (RACC). A list of additional arts and culture organizations in Clark County, Washington, was compiled by Arts of Clark County. Duplicates resulting from aggregation of these various data sources were removed in the dataset.

<sup>d</sup> The Civic and Community Organizations indicator is compiled from a list of NAICS codes (North American Industry Classification System) that includes civic and social organizations (813410), human rights organizations (813311), other social advocacy groups (813319), and other similar organizations (813990).

<sup>e</sup> The Public Libraries indicator is compiled from the Metro RLIS dataset.

## ACCESS TO ESSENTIAL RETAIL AND SERVICES

Access to basic goods and services, including health and social services, can impact a person’s ability to meet their daily needs and maintain good health. As Table 14 indicates, the plan areas have uniformly lower access to these goods and services than the county as a whole, with Sauvie Island and East of the Sandy River having the least access.

Table 14. Proximity to Essential Retail and Services

Plan Area (Tract)	Primary Care <sup>a</sup>	Essential Retail <sup>b</sup>	Public Services <sup>c</sup>	Health and Human Services <sup>d</sup>	Services Composite
<b>East of Sandy River (105)</b>	0.95	0.97	0.98	0.96	8
<b>West of Sandy River (104.02)</b>	0.99	1.62	0.98	1.04	12
<b>West Hills (70)</b>	1.57	1.59	1.21	1.46	19
<b>Sauvie Island (71)</b>	1.03	1.00	0.96	0.96	8
<b>Multnomah County</b>	3.49	4.18	2.18	3.52	64

<sup>a</sup> The Proximity to Primary Care Facilities indicator shows distance to primary medical care facilities including family/general medicine, pediatrics and obstetrics.  
<sup>b</sup> The Key Retail Services indicator is compiled from a list of NAICS codes (North American Industry Classification System). The industries included in the indicator were chosen based on an index created by the San Francisco Department of Public Health’s Healthy Development Measurement Tool  
<sup>c</sup> The Public Services indicator is compiled from point data in the Metro RLIS dataset (city halls, fire stations, hospitals) supplemented by a list of NAICS codes (North American Industry Classification System) that includes Courts (922110), Police Protection (922120), Fire Protection (922160), Government Executive Offices (921110), and Postal Service (491110).  
<sup>d</sup> The Human and Social Services indicator is compiled from a list of NAICS codes (North American Industry Classification System) that includes Individual and Family Services (624190), Child and Youth Services (624110), Services for Elderly and Persons with Disabilities (624120), Temporary Shelters (624221), and Other Community Housing Services (624229)

## HEALTH OUTCOMES

While data on most health outcomes is available only at the county or state level, the Equity Atlas provides Census block group level data on overweight and obesity, and Census tract level data on diabetes, heart disease, and asthma, all of which are associated with how communities are planned and developed.

## OVERWEIGHT AND OBESITY

Overweight and obesity are commonly defined by the metric, Body Mass Index (BMI). BMI reflects a proportional relationship and provides a measure of how much an individual’s body weight varies from what is normal for a person of a particular height. A person with a BMI below 18.5 is defined as underweight, a BMI between 18.5 and 24.9 is considered normal, a BMI between 25 and 29.9 is considered overweight, and a BMI of 30 or greater is considered obese. As the data in Table 15 indicates, with the exception of the West Hills, residents in each of the other plan areas have an average BMI slightly higher than the county as a whole (less than 4% at most).

Table 15. Body Mass Index<sup>a</sup> by Plan Area

Plan Area	Average BMI
<b>Multnomah County</b>	<b>24.8</b>
<b>East of Sandy River</b>	<b>25.6</b>
<i>Tract 105, BG 1</i>	25.8
<i>Tract 105, BG 2</i>	25.8
<i>Tract 105, BG 3</i>	25.1
<i>Tract 105, BG 4</i>	25.4
<b>West of Sandy River</b>	<b>25.4</b>
<i>Tract 99.07, BG 3</i>	25.1
<i>Tract 104.02, BG 1</i>	25.8
<i>Tract 104.02, BG 2</i>	25.8
<i>Tract 104.02, BG 3</i>	25.1
<i>Tract 104.09, BG 3</i>	25.6
<b>West Hills</b>	<b>23.8</b>
<i>Tract 70, BG 1</i>	23.5
<i>Tract 70, BG 2</i>	23.7
<i>Tract 70, BG 3</i>	24.2
<i>Tract 70, BG 4</i>	23.3
<i>Tract 71, BG 1</i>	25.0
<b>Sauvie Island</b>	<b>25.1</b>
<sup>a</sup> This data is derived from Oregon driver's license information (OR DMV) and is thus self-reported. While it is likely that weight is under-estimated, research indicates that the rate of under-reporting of weight in DMV records is relatively consistent, so the dataset is still useful for describing patterns.	

Table 16 lists the rates of three key planning-related chronic health issues asthma, heart disease, and diabetes for each of the plan areas. While the areas east and west of the Sandy River are fairly similar to the county as a whole, the West Hills and Sauvie Island are somewhat healthier than the county as a whole.

Table 16. Rates of Asthma, Heart Disease, and Diabetes by Plan Area<sup>a</sup>

Plan Area (Tract)	Asthma	Heart Disease	Diabetes
<b>East of Sandy River (105)</b>	15.6%	2.1%	7.6%
<b>West of Sandy River (104.02)</b>	12.1%	1.6%	7.4%
<b>West Hills (70)</b>	11.6%	1.0%	3.6%
<b>Sauvie Island (71)</b>	12.1%	2.0%	4.7%
<b>Multnomah County</b>	14.3%	1.5%	7.5%
<sup>a</sup> Data on the indicators for Rates of Asthma, Diabetes and Heart Disease are compiled from insurer claims data submitted to Oregon Health Care Quality Corporation. Data include administrative claims (billing) data from eight commercial health plans, two Medicaid managed care plans and the Oregon Health Authority Division of Medical Assistance Programs (Medicaid)			



---

## IMPLICATIONS FOR PLANNING

These population and demographic conditions have a number of potential implications for the Multnomah County Comprehensive Plan Update.

- The rural areas of the County have a very low population density, with only approximately 25,000 residents living in a very large area. This will impact the average cost and ability to deliver public services and the proximity to centralize public services, as well as shopping areas or other amenities. Additionally, rural resource protection zoning does not permit service and retail uses, posing another obstacle to locating these types of amenities in proximity to many rural residents.
- The population of the rural parts of the county have increased at a greater rate than that of the county as a whole, though increases are still low in absolute terms.
- The rural areas of the county have a higher proportion of white residents than the county as a whole. One notable exception is a high proportion (11%) of Asian residents in the West Hills area. This may mean a relatively lower need for Spanish or possibly other translation services for public engagement efforts compared to other portions of Multnomah County.
- The study tracts have a higher proportion of family households than the county as a whole and a higher median age as well. Sauvie Island has a median age of 50. Higher median ages have implications related to access to health and social services, issues associated with aging in place and need for and ability to access transit services (combined with the dispersed nature of population and the cost of providing such services).
- The study tracts are generally better off economically than the county as a whole, with a higher median income, lower poverty levels, and lower unemployment rate (though margins of error are high in this case).
- Relative to other portions of the County, the rural areas in the County lack access to a number of features that can help improve public health, including access to healthy food, access to certain types of physical activity opportunities, proximity to essential retail services, and access to opportunities for social cohesion. Planning and policies to enhance access to these opportunities should be considered during the Comprehensive Plan Update process. However, state requirements associated with rural zoning present an obstacle to doing this to some degree.
- Despite the relative lack of access to features that can improve public health, measured health indicators for residents of the rural areas such as body mass index and rates of asthma, heart disease and diabetes do not differ markedly than for residents in the County as a whole.

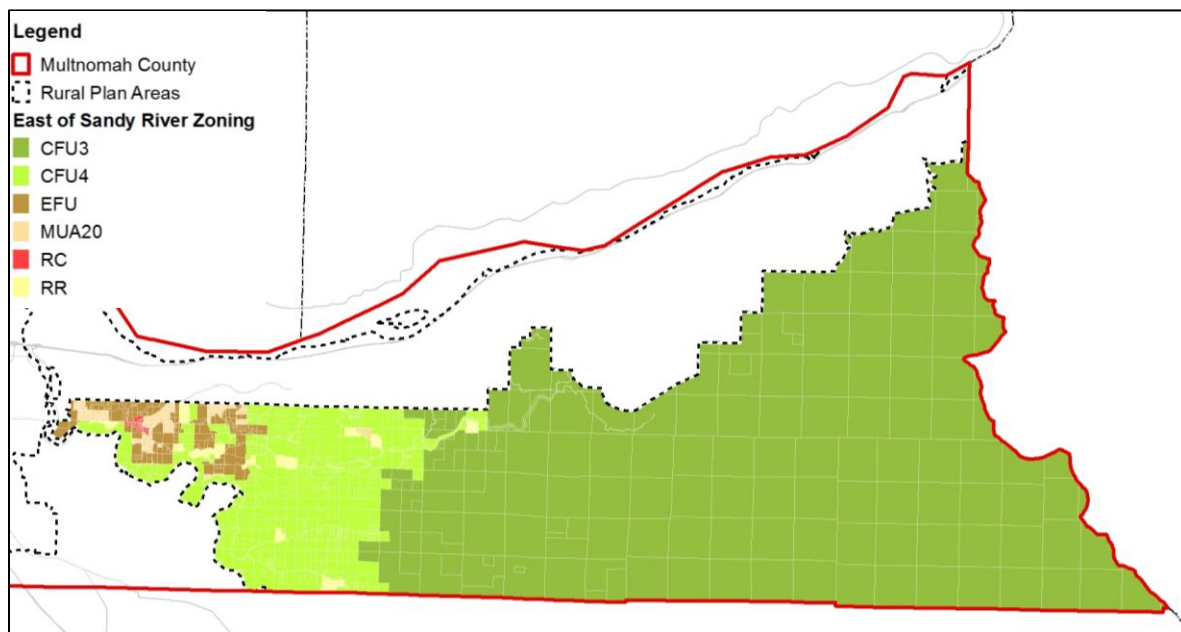
## ZONING & DEVELOPMENT

This section describes zoning designations, land use, parcel size, and vacancy status in each of the plan subareas.<sup>8</sup>

### EAST OF SANDY RIVER

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

Figure 6. East of Sandy River Zoning and Parcels



<sup>8</sup> This section uses both zoning data and taxlot data to describe the zoning and development characteristics of each subarea, with the following general caveats:

- Zoning designations, property lines, and subarea boundaries do not necessarily line up with one another. Taxlots were chosen based on whether their “centroid” was within the subarea, and some taxlots have multiple zoning designations.
- There are occasionally duplicate records of taxlots of identical size and shape. These records are only present to a significant degree in the West Hills subarea, where duplicates have been removed for this analysis. Most (but not all) duplicate records have the same property code and other information.
- Land use information is based upon tax assessor property classifications. These consist of use categories and improvement designations. Use categories include residential, commercial, industrial, farm, forest, multi-family, recreation, tract, and exempt uses. Improvement designations include “Vacant” (land only, without any built structures), “Improved” (with typical structures for the use category such as barns, sheds or other agricultural structures in farm zones), and other specialized designations. Detailed information can be found in the *Assessor’s Certified Ratio Study Procedures Manual* (available online at <http://library.state.or.us/repository/2010/201007231056085/index.pdf>)

The East of Sandy River subarea consists of roughly 1,338 taxlots in 82,146 acres, or an average parcel size of 61 acres. There are a number of very large parcels in this subarea, with 129 parcels greater than 150 acres in size taking up nearly 80% of the land, the bulk of which is federally-owned.

Zoning designations and their descriptions are found in Table 17. Land zoned for commercial forest use makes up over 80% of the land in this subarea.

Table 17. East of Sandy River Subarea - Zoning Designations

Zone	Detail	Acres	
CFU3	Commercial Forest Use	67,471	81%
CFU4	Commercial Forest Use	11,917	14%
EFU	Exclusive Farm Use	2,063	2%
MUA20	Multiple Use Agriculture	703	1%
RC	Rural Commercial	73	0%
RR	Rural Residential	696	1%

Source: Multnomah County GIS

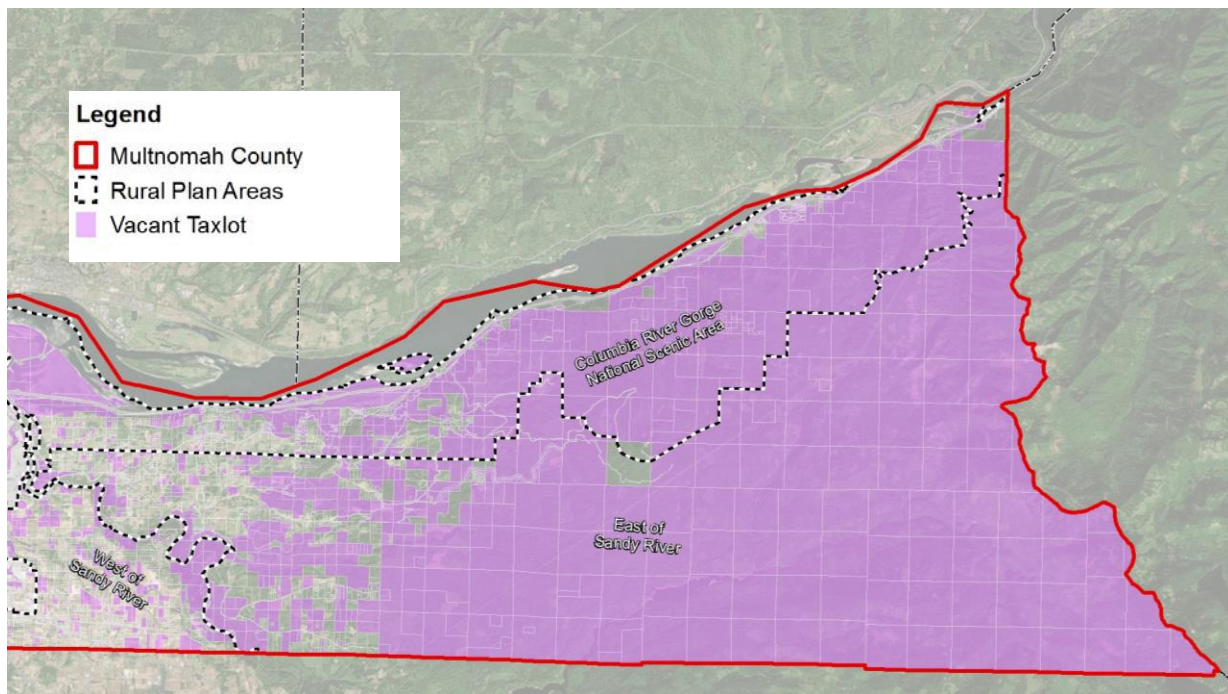
Table 18. East of Sandy River Subarea – Property Classification

Land Use	Number of Taxlots		Total Acres	
<b>TOTAL</b>	<b>1,338</b>	<b>100%</b>	<b>82,146</b>	<b>100%</b>
<b>Residential</b>	<b>221</b>	<b>16.5%</b>	<b>1,941</b>	<b>2.4%</b>
Vacant	58	4.3%	1,532	1.9%
Improved	97	7.2%	214	0.3%
Manufactured Structure	66	4.9%	195	0.2%
<b>Commercial</b>	<b>14</b>	<b>1.0%</b>	<b>685</b>	<b>0.8%</b>
Improved	14	1.0%	685	0.8%
<b>Tract</b>	<b>506</b>	<b>37.8%</b>	<b>60,850</b>	<b>74.1%</b>
Vacant	232	17.3%	59,463	72.4%
Improved	272	20.3%	1385	1.7%
State Responsibility	2	0.1%	2	0.0%
<b>Farm</b>	<b>153</b>	<b>11.4%</b>	<b>1,707</b>	<b>2.1%</b>
Vacant	34	2.5%	324	0.4%
Improved	119	8.9%	1,382	1.7%
<b>Forest</b>	<b>443</b>	<b>33.1%</b>	<b>16,931</b>	<b>20.6%</b>
Vacant	196	14.6%	12,144	14.8%
Improved	247	18.5%	4,786	5.8%
<b>Recreation</b>	<b>1</b>	<b>0.1%</b>	<b>32</b>	<b>0.0%</b>
Improved	1	0.1%	32	0.0%

Source: Multnomah County GIS, tax assessor property classification

Land use and development is characterized in Table 18 using tax assessor property codes. Tract land<sup>9</sup> makes up the majority (74.1%) of acreage in the East of Sandy River subarea, and the plurality (37.8%) of the number of taxlots. This land is primarily zoned for commercial forest use and much of it is in forest production. Additionally, 39% of the parcels comprising nearly 90% of the land in this subarea are designated as Vacant. Improved properties and/or those with a manufactured structure are concentrated in the western portion of this area, near Corbett and Springdale. Residential land with improvements or manufactured homes makes up only about 0.5% of the land area in the East of Sandy River subarea. Land developed for commercial purposes also makes up a very small proportion of the land area (less than 1 percent) and similarly is concentrated in the western portion of this planning area.

Figure 7. Vacancy Status – East of Sandy River



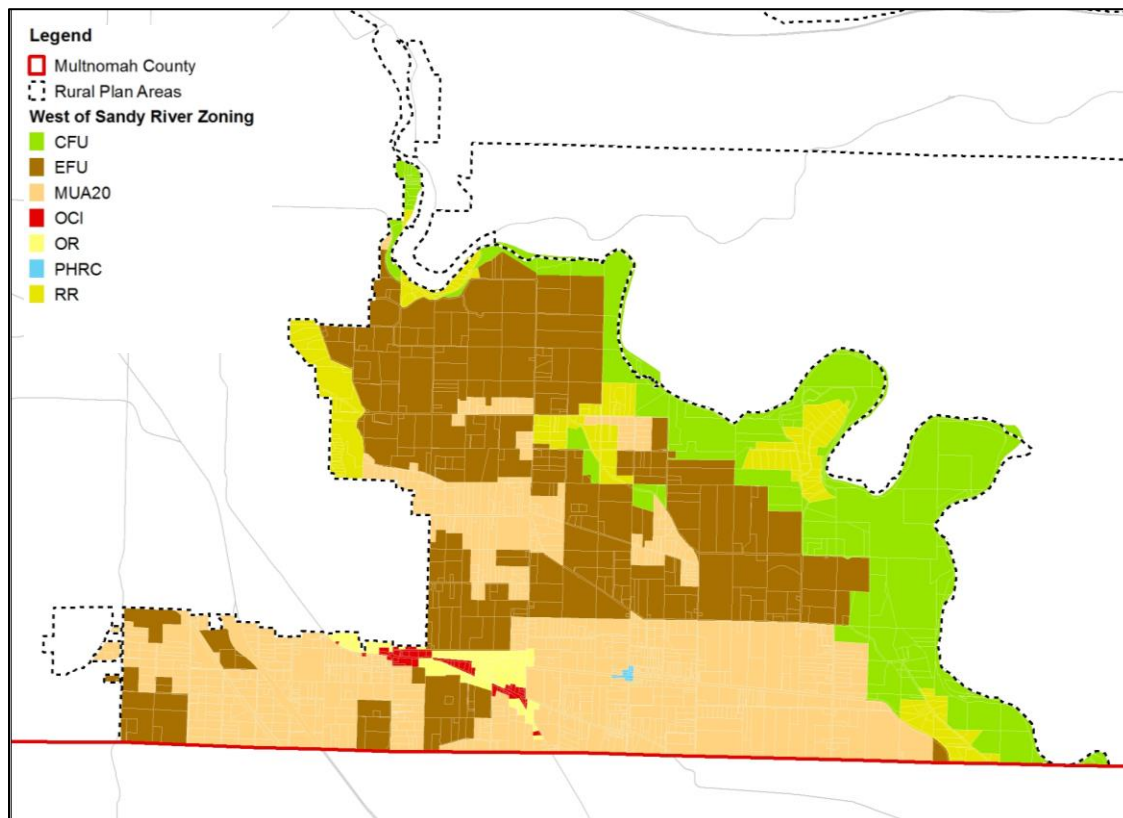
<sup>9</sup> Tract Land is defined in the *Assessor's Certified Ratio Study Procedures Manual* (available online at <http://library.state.or.us/repository/2010/201007231056085/index.pdf>) as "parcels...where the highest and best use is for development to a suburban or rural homesite, but the land is not divided into urban type lots." This assessor's definition frequently is not consistent with the use, ownership characteristics, state land use planning guidelines or regulation of allowed uses of this land.

## WEST OF SANDY RIVER

The West of Sandy River rural area is bounded on the east and north by the Sandy River, on the south by Clackamas County, and on the west by the city limits of Gresham and Troutdale. The area includes a narrow western leg bounded on the north and west by the city limits of Gresham and on the south by Clackamas County, and in island of rural land along Rodlun Road between Gresham and the County line. The area is open to urban influence to a greater degree than the other plan areas due to a lack of physical barriers, such as the steeper topography of West Hills, and the limited access to Sauvie Island and the East of Sandy River area.

The plan area is characterized by rural agricultural land bisected by several riparian corridors. The predominant land uses in the plan area are nurseries, berry farms and pastures. The plan area is located in two major drainage basins, the Sandy River and the Willamette River via Johnson Creek. Three large riparian systems are present: Beaver Creek, which flows northwest through the central portion of the area to the Sandy River; Johnson Creek, which flows west along the southern portion of the area to the Willamette; and the Sandy River, which forms the north and east plan area boundary. Kelly Creek North (a tributary to Beaver Creek) and Kelly Creek South (a tributary to Johnson Creek) as well as many unnamed tributaries to Beaver Creek, Johnson Creek and the Sandy River are present in the plan area.

Figure 8. West of Sandy River Zoning and Parcels





The West of Sandy River subarea consists of roughly 1,719 taxlots in 9,188 acres, or an average parcel size of 5.3 acres. It is more urban in character, with roughly 75% of taxlots below 5 acres in size. Over 95% of taxlots in this subarea are less than 25 acres. Zoning designations and their descriptions are found in Table 19.

Table 19. West of Sandy River Subarea - Zoning Designations

Zone	Detail	Acres	
CFU	Commercial Forest Use	2,153	22%
EFU	Exclusive Farm Use	3,584	36%
MUA20	Multiple Use Agriculture	3,366	34%
OCI	Orient Commercial - Industrial	51	1%
OR	Orient Rural Center Residential	152	2%
PHRC	Pleasant Home Rural Center	5.6	0%
RR	Rural Residential	644	6%

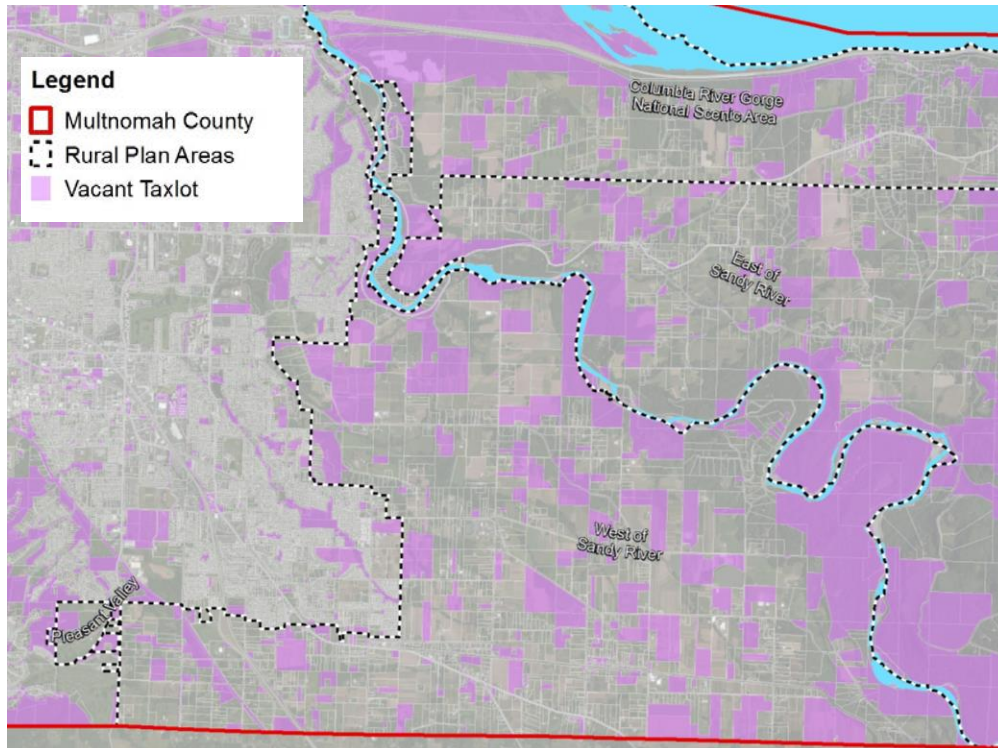
Table 20. West of Sandy River Subarea – Property Classification

Land Use	Number of Taxlots		Total Acres	
<b>TOTAL</b>	<b>1,719</b>	<b>100%</b>	<b>9,188</b>	<b>100%</b>
<b>Residential</b>	<b>400</b>	<b>23.3%</b>	<b>953</b>	<b>10.4%</b>
Vacant	90	5.2%	285	3.1%
Improved	240	14.0%	489	5.3%
Manufactured Structure	70	4.1%	179	2.0%
<b>Commercial</b>	<b>52</b>	<b>3.0%</b>	<b>233</b>	<b>2.5%</b>
Vacant	3	0.2%	2	0.0%
Improved	46	2.7%	214	2.3%
Condominium	1	0.1%	15	0.2%
State Responsibility	2	0.1%	2	0.0%
<b>Industrial</b>	<b>2</b>	<b>0.1%</b>	<b>27</b>	<b>0.3%</b>
State Responsibility	2	0.1%	27	0.3%
<b>Tract</b>	<b>812</b>	<b>47.2%</b>	<b>2,664</b>	<b>29.0%</b>
Vacant	173	10.1%	1,013	11.0%
Improved	637	37.1%	1,645	17.9%
State Responsibility	2	0.1%	6	0.1%
<b>Farm</b>	<b>356</b>	<b>20.7%</b>	<b>4,356</b>	<b>47.4%</b>
Vacant	108	6.3%	1,320	14.4%
Improved	248	14.4%	3,036	33.0%
<b>Forest</b>	<b>93</b>	<b>5.4%</b>	<b>937</b>	<b>10.2%</b>
Vacant	20	1.2%	217	2.4%
Improved	73	4.2%	720	7.8%
<b>Multi-Family</b>	<b>3</b>	<b>0.2%</b>	<b>4</b>	<b>0.0%</b>
Improved	3	0.2%	4	0.0%
<b>Exempt</b>	<b>1</b>	<b>0.1%</b>	<b>13</b>	<b>0.1%</b>
State Responsibility	1	0.1%	13	0.1%

Source: Multnomah County GIS, tax assessor property classification

Land use and development is characterized in Table 20. Farm land is the largest category in terms of acreage, taking up 46.7% of the land in the West of Sandy River subarea. However, Tract land comprises the plurality of taxlots (47.6%). Additionally, 31% of the land is categorized as Vacant (23% of taxlots). While not a significant percentage of the total, the West of Sandy River area contains much more residential and commercial land compared to the East of Sandy River subarea. A significant amount of the vacant land in the area is found on parcels directly adjacent to the Sandy River.

Figure 9. Vacancy – West of Sandy River



PLEASANT VALLEY

The Pleasant Valley subarea is under County zoning but lies within the urban growth boundary and is being planned by Gresham for eventual annexation into the City. Land within this subarea will be zoned and developed in accordance with the Pleasant Valley Plan. This subarea consists of 161 taxlots in 649 acres, or an average parcel size of 15.6 acres. Zoning designations and their descriptions are found in Table 21. The majority of the land in this area is currently zoned for rural residential use. About 18% of the land is now zoned as “Future Urban”.

Table 21. Pleasant Valley Subarea - Zoning Designations

Zone	Detail	Acres	
UF20	Urban Future District	116	18%
LM	Light Manufacturing	10	1%
C3	Retail Commercial	5.6	1%
RR	Rural Residential	530	80%

This subarea is predominately Tract lands, 75.8% of taxlots and 65.3% of total acreage. Only a small portion (8.4% of land area) of this tract land is designated as vacant. Improved residential parcels and those with manufactured structures make up just over 12% of the land area.

Table 22. Pleasant Valley Subarea – Property Classification

Land Use	Number of Tax Lots		Total Acres	
<b>TOTAL</b>	<b>161</b>	<b>100%</b>	<b>649</b>	<b>100%</b>
<b>Residential</b>	<b>17</b>	<b>10.6%</b>	<b>103</b>	<b>15.8%</b>
Vacant	2	1.2%	22	3.4%
Improved	10	6.2%	60	9.3%
Manufactured Structure	5	3.1%	20	3.2%
<b>Commercial</b>	<b>7</b>	<b>4.3%</b>	<b>25</b>	<b>3.9%</b>
Vacant	1	0.6%	10	1.6%
Improved	6	3.7%	15	2.3%
<b>Tract</b>	<b>122</b>	<b>75.8%</b>	<b>424</b>	<b>65.3%</b>
Vacant	26	16.1%	55	8.4%
Improved	96	59.6%	369	56.9%
<b>Farm</b>	<b>13</b>	<b>8.1%</b>	<b>71</b>	<b>11.0%</b>
Vacant	3	1.9%	8	1.3%
Improved	10	6.2%	63	9.7%
<b>Forest</b>	<b>2</b>	<b>1.2%</b>	<b>26</b>	<b>3.9%</b>
Improved	2	1.2%	26	3.9%

Source: Multnomah County GIS, tax assessor property classification

Figure 10. Pleasant Valley Zoning and Parcels

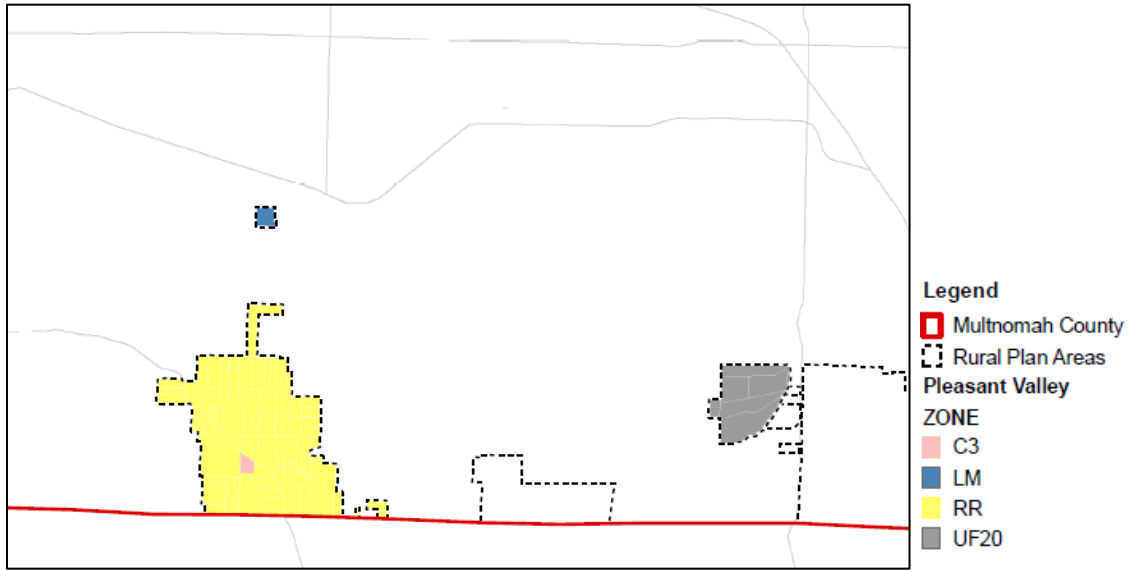
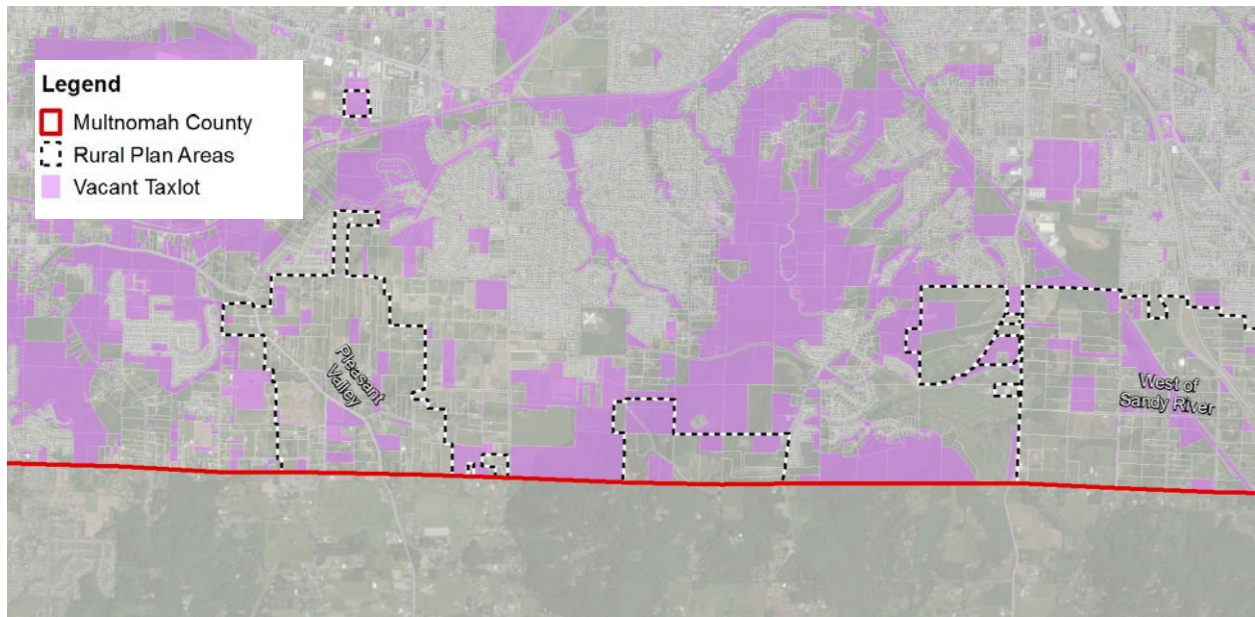


Figure 11. Vacancy Status – Pleasant Valley



INTERLACHEN

Interlachen is a small residential community located between Fairview Lake and Blue Lake and is surrounded by the City of Fairview. It is zoned entirely Urban Low Density Residential and largely built out. Average parcel size is a quarter of an acre. The majority of the area zoned as LR5 represents land covered by the two lakes.

Table 23. Interlachen Subarea - Zoning Designations

Zone	Detail	Acres	
LR10	Urban Low Density Residential	4.6	3%
LR5	Urban Low Density Residential	43.1	27%
LR7	Urban Low Density Residential	113.5	70%

The vast majority is categorized as Improved Residential (90.9%). There is one tax lot designated as Recreation.

Table 24. Interlachen Subarea – Property Classification

Land Use	Number of Tax Lots		Total Acres	
<b>TOTAL</b>	<b>174</b>	<b>100%</b>	<b>42</b>	<b>100%</b>
<b>Residential</b>	<b>173</b>	99.4%	<b>41</b>	99.5%
Vacant	17	9.8%	4	8.5%
Improved	156	89.7%	38	90.9%
<b>Recreation</b>	<b>1</b>	0.6%	<b>0</b>	0.5%
Improved	1	0.6%	0	0.5%

Source: Multnomah County GIS, tax assessor property classification

Figure 12. Interlachen Zoning and Parcels

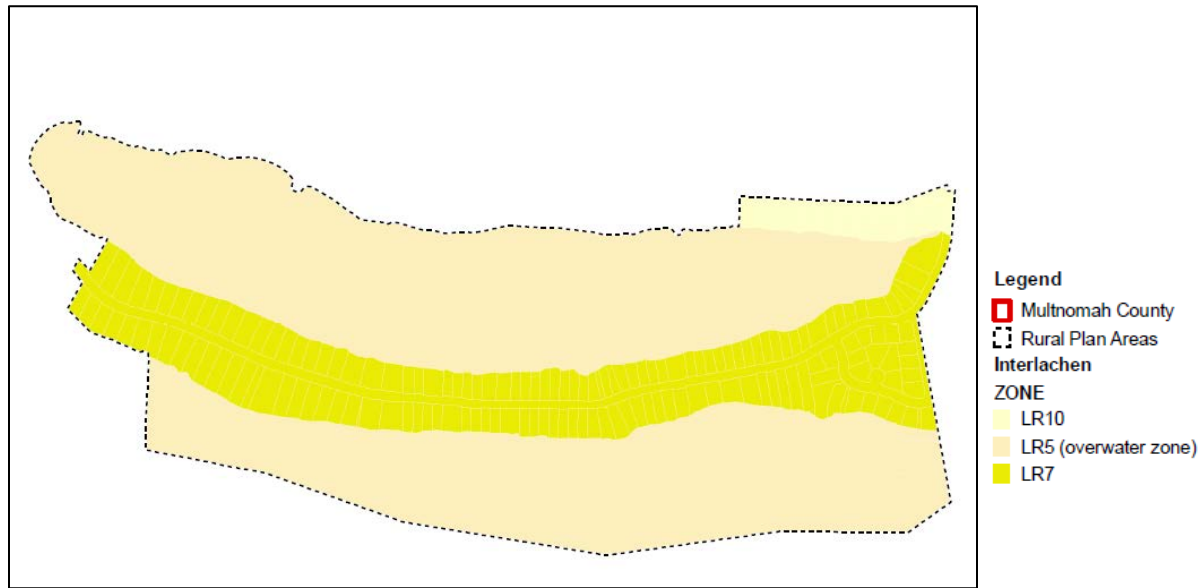




Figure 13. Vacancy Status – Interlachen



---

#### COLUMBIA RIVER GORGE NATIONAL SCENIC AREA

The Columbia River Gorge National Scenic Area covers 85 miles along the Columbia River, including portions of Multnomah, Hood River, and Wasco counties in Oregon and Clark, Klickitat, and Skamania counties in Washington, and the Mt. Hood and Gifford Pinchot National Forests. This analysis addresses the portion within Multnomah County.

The purposes of the Columbia River Gorge National Scenic Area Districts, consistent with the Columbia River Gorge National Scenic Area Plan are to protect and provide for the enhancement of the scenic, cultural, recreational, and natural resources of the Columbia River Gorge, and to protect and support the economy of the Columbia River Gorge by encouraging growth to occur in existing urban areas and by allowing future economic development in a manner that protects and enhances the scenic, cultural, recreational, and natural resources of the Gorge. The Special Management Area includes the region's most sensitive lands, concentrated primarily in the western half of the Scenic Area. Congress authorized the Gorge Commission to plan for General Management Area (GMA) lands, which include agricultural, forestry, and residential uses.

The Columbia River Gorge National Scenic Area subarea consists of 1416 taxlots in 32,354 acres, or an average parcel size of 22.8 acres. Zoning designations and their descriptions are found in Table 25.

Table 25. Columbia River Gorge National Scenic Area - Zoning Designations

Zone	Detail	Acres	
CFU3	Commercial Forest Use (min. lot size is 80 acres)	47	0%
CFU4	Commercial Forest Use (min. lot size is 80 acres)	99	0%
GGA20	General Management Area Agriculture	185	1%
GGA40	General Management Area Agriculture	970	3%
GGC	General Management Area - Commercial	2	0%
GGCR	General Management Area - Recreation	8	0%
GGF20	General Management Area – Forest	367	1%
GGF40	General Management Area – Forest	346	1%
GGF80	General Management Area – Forest	298	1%
GGO	General Management Area – Open Space	134	0%
GGOGW	General Management Area – Open Space	108	0%
GGPR	General Management Area – Recreation	140	0%
GGR10	General Management Area – Residential	670	2%
GGR2	General Management Area – Residential	218	1%
GGR5	General Management Area – Residential	660	2%
GGRC	General Management Area – Rural Center	123	0%
GSA40	Special Management Area – Agricultural	446	1%
GSF40	Special Management Area – Forest	5,790	16%
GSO	Special Management Area – Open Space	24,049	67%
GSPR	Special Management Area – Recreational	784	2%
GSR	Special Management Area – Residential	39	0%
MUF19	Multiple Use Forest	23	0%
RC	Rural Center District (min. lot size is 1 acre)	495	1%

Over 2,600 acres (80.4%) of the land in this subarea is designated as Tract land, which comprises over half of the areas taxlots (51.7%). The majority of this land is designated as “Special Management Area - Open Space,” and is comprised of large vacant taxlots in the southern and eastern portions of the subarea. Residential lands represent 29.5% of the taxlots but less than six percent of the total land area, and are concentrated in the western portion of the subarea. The majority of the residential land in this sub-area is vacant (about 70%), with only 1.3% of the total land area identified as improved residential land.

Table 26. Columbia River Gorge National Scenic Area Subarea – Property Classification

Land Use	Number of Tax Lots		Total Acres	
<b>TOTAL</b>	<b>1,416</b>	<b>100%</b>	<b>32,354</b>	<b>100%</b>
<b>Residential</b>	<b>418</b>	<b>29.5%</b>	<b>1,901</b>	<b>5.9%</b>
Vacant	198	14.0%	1,365	4.2%
Improved	173	12.2%	430	1.3%
State Responsibility	5	0.4%	8	0.0%
Manufactured Structure	42	3.0%	99	0.3%
<b>Commercial</b>	<b>55</b>	<b>3.9%</b>	<b>956</b>	<b>3.0%</b>
Vacant	2	0.1%	4	0.0%
Improved	51	3.6%	931	2.9%
Condominium	1	0.1%	19	0.1%
State Responsibility	1	0.1%	1	0.0%
<b>Tract</b>	<b>732</b>	<b>51.7%</b>	<b>26,026</b>	<b>80.4%</b>
Vacant	419	29.6%	24,960	77.1%
Improved	312	22.0%	1,066	3.3%
State Responsibility	1	0.1%	1	0.0%
<b>Farm</b>	<b>74</b>	<b>5.2%</b>	<b>993</b>	<b>3.1%</b>
Vacant	19	1.3%	223	0.7%
Improved	55	3.9%	770	2.4%
<b>Forest</b>	<b>123</b>	<b>8.7%</b>	<b>1,980</b>	<b>6.1%</b>
Vacant	33	2.3%	495	1.5%
Improved	90	6.4%	1,486	4.6%
<b>Multi-Family</b>	<b>1</b>	<b>0.1%</b>	<b>4</b>	<b>0.0%</b>
Improved	1	0.1%	4	0.0%
<b>Recreation</b>	<b>13</b>	<b>0.9%</b>	<b>494</b>	<b>1.5%</b>
Vacant	10	0.7%	388	1.2%
Improved	1	0.1%	49	0.2%
State Responsibility	2	0.1%	56	0.2%

Figure 14. Columbia River Gorge Zoning and Parcels

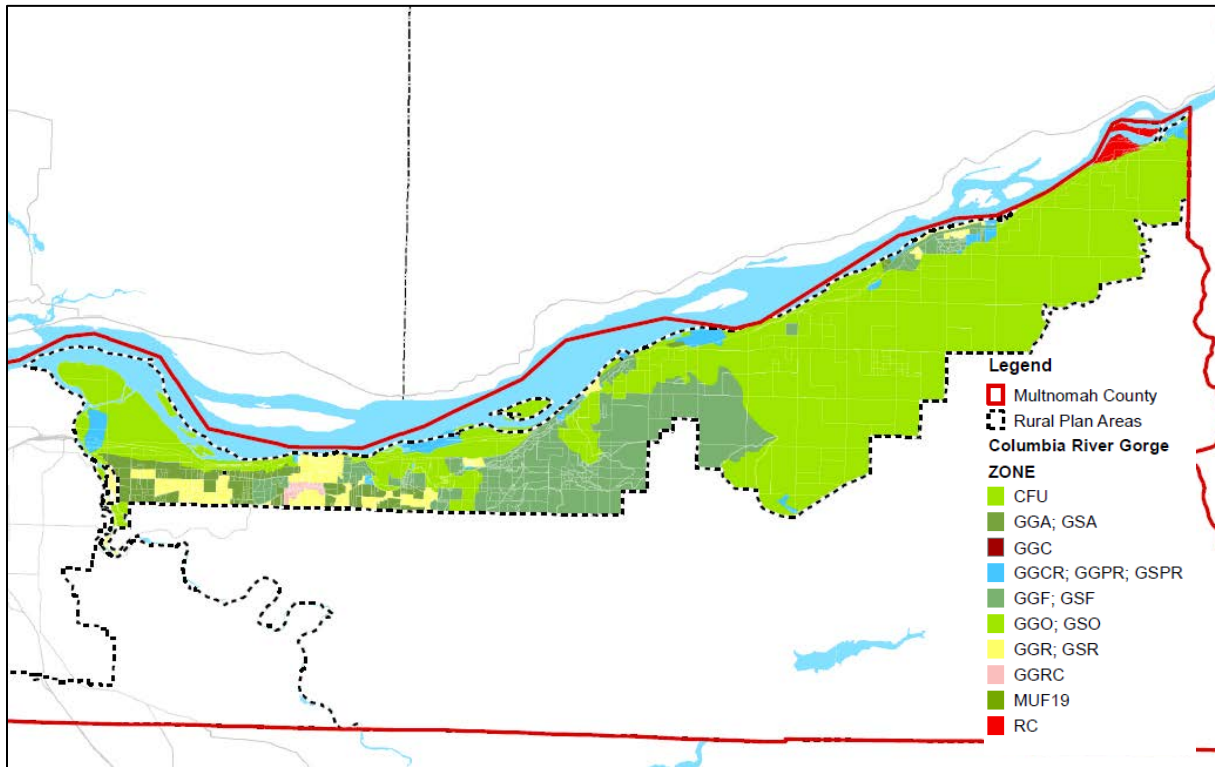
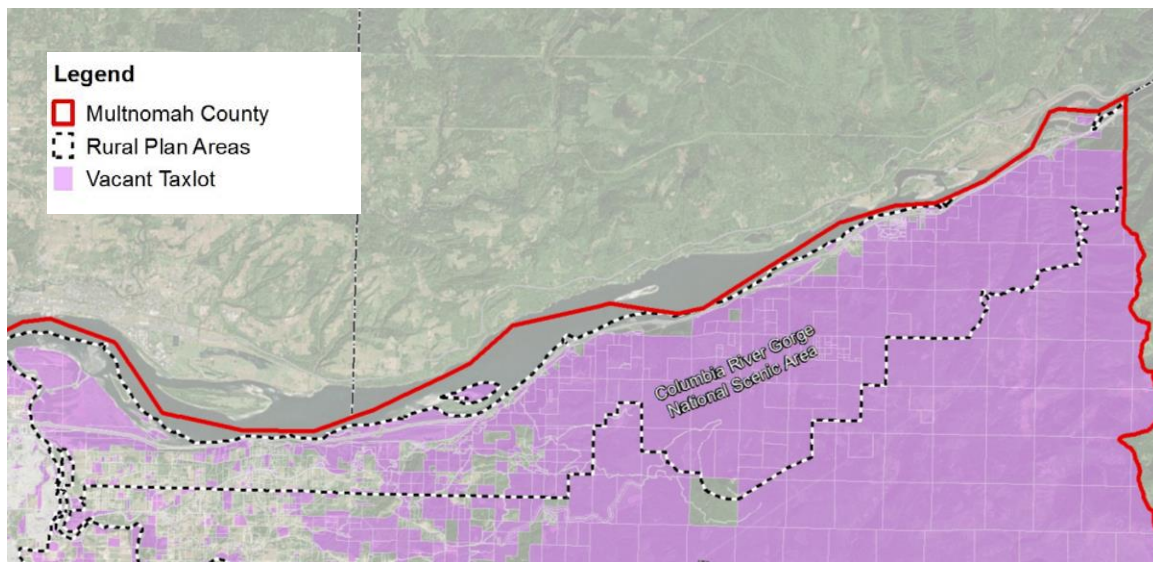


Figure 15. Vacancy Status – Columbia River Gorge



---

## SAUVIE ISLAND

The Sauvie Island Rural Area includes those portions of Sauvie Island and the Multnomah Channel within Multnomah County. The Plan Area is bounded by U.S. Highway 30 on the west, Columbia County on the north, the Columbia River on the east, and the Willamette River and the city of Portland on the south. The area is dominated by agricultural uses and a wildlife refuge, with various water-related uses on and along Multnomah Channel, ranging from protected wetlands to marinas.

The rural area encompasses approximately 15,400 acres of land and several thousand additional acres of water. Approximately 11,800 of these acres are designated in the Comprehensive Framework Plan as Exclusive Farm Use, with the remainder designated as Multiple Use Agriculture.

The Plan Area lies to the north and west of the Portland Metropolitan Area's Urban Growth Boundary, with a direct common boundary only along the west side of Multnomah Channel where it bounds the City of Portland. Sauvie Island and Multnomah Channel provide a mixture of agricultural uses (due to the fine soils on the island protected by the levees of the Sauvie Island Drainage District), recreational uses (due to proximity to the Portland Metropolitan Area), and natural protected areas (primarily wetlands and water areas) which provide excellent wildlife habitat. This combination is unique to both Oregon and the entire nation. The island and channel area have been protected from creeping urbanization and unwanted regional urban-serving facilities by the vigilance of its residents and recreational users and the Oregon State and Multnomah County land use laws.

The Sauvie Island subarea consists of 613 taxlots in 15,417<sup>10</sup> acres, or an average parcel size of 25.2 acres. Zoning designations and their descriptions are found in Table 27.

Table 27. Sauvie Island Subarea - Zoning Designations

Zone	Detail	Acres
EFU	Exclusive Farm Use	12,074
MUA20	Mixed	6,429
RC	Rural Commercial	40

Farm land is the predominant land use in terms of total acreage (84.9%), however it consists of only 48.5% of the taxlots. Residential lands represent 41.4% of all taxlots and 10.4% of the total acreage. While a substantial number of tax lots in the area are classified as residential uses, virtually all of them are zoned for exclusive farm use. The majority of residential tax lots are improved (about 60% of them). However, vacant residential tax lots comprise about 60% of the land area of residential uses. Compared to other rural areas in Multnomah County, "tract" uses make up a much smaller percentage of the number of parcels and land area.

---

<sup>10</sup> This subarea contains areas over water considered zoned but not within any particular taxlot, accounting for the difference in acreage.



Table 28. Sauvie Island Subarea – Property Classification

Land Use	Number of Tax Lots		Total Acres	
<b>TOTAL</b>	<b>613</b>	<b>100%</b>	<b>15,417</b>	<b>100%</b>
<b>Residential</b>	<b>254</b>	<b>41.4%</b>	<b>1,607</b>	<b>10.4%</b>
Vacant	90	14.7%	1,056	6.8%
Improved	151	24.6%	475	3.1%
State Responsibility	6	1.0%	28	0.2%
Manufactured Structure	7	1.1%	49	0.3%
<b>Commercial</b>	<b>13</b>	<b>2.1%</b>	<b>175</b>	<b>1.1%</b>
Vacant	1	0.2%	0	0.0%
Improved	10	1.6%	175	1.1%
State Responsibility	2	0.3%	0	0.0%
<b>Tract</b>	<b>30</b>	<b>4.9%</b>	<b>294</b>	<b>1.9%</b>
Vacant	15	2.4%	144	0.9%
Improved	15	2.4%	151	1.0%
<b>Farm</b>	<b>297</b>	<b>48.5%</b>	<b>13,094</b>	<b>84.9%</b>
Vacant	103	16.8%	4,379	28.4%
Improved	194	31.6%	8,714	56.5%
<b>Forest</b>	<b>15</b>	<b>2.4%</b>	<b>189</b>	<b>1.2%</b>
Vacant	3	0.5%	1	0.0%
Improved	12	2.0%	187	1.2%
<b>Multi-Family</b>	<b>1</b>	<b>0.2%</b>	<b>4</b>	<b>0.0%</b>
Improved	1	0.2%	4	0.0%
<b>Exempt<sup>11</sup></b>	<b>3</b>	<b>0.5%</b>	<b>54</b>	<b>0.4%</b>
Improved	1	0.2%	48	0.3%
Manufactured Structure	2	0.3%	6	0.0%

Source: Multnomah County GIS, tax assessor property classification

<sup>11</sup> “Exempt” property is under government or religious ownership, and is exempt from taxation.

Figure 16. Sauvie Island Zoning and Parcels

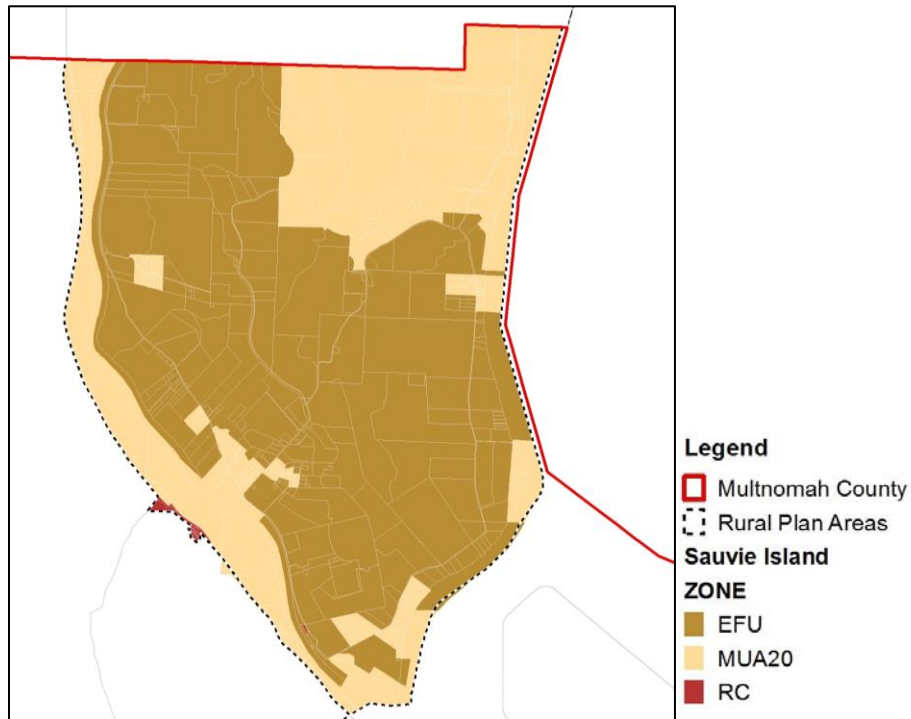
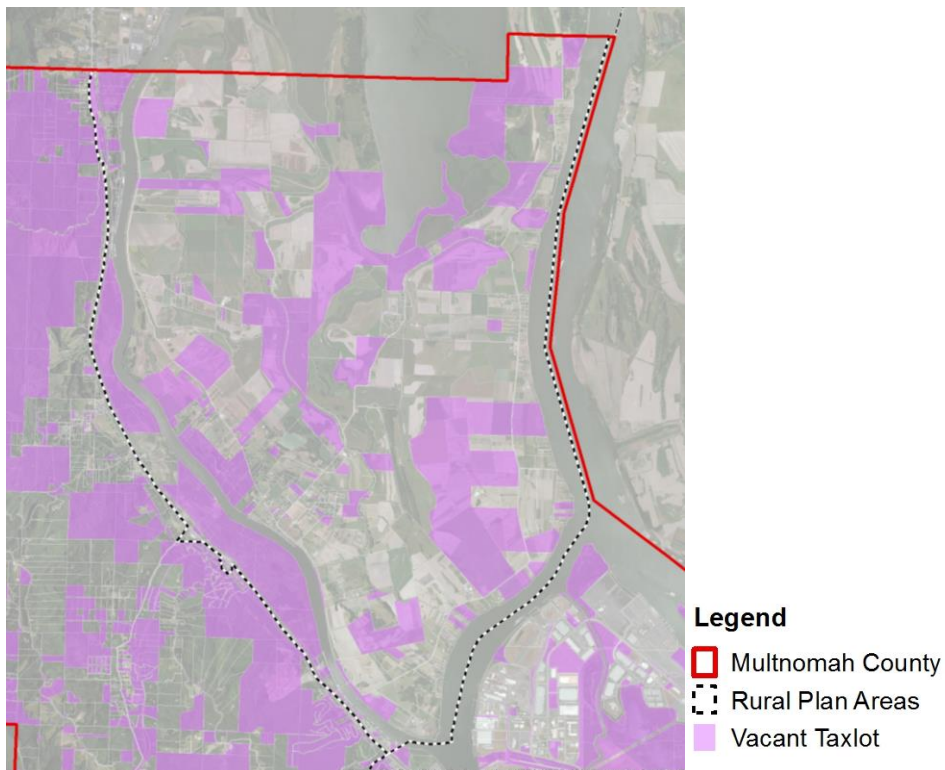


Figure 17. Vacancy Status – Sauvie Island



WEST HILLS

The West Hills subarea consists of roughly 1,888 taxlots in 21,500 acres. The average parcel size is just over 12 acres. Zoning designations and their descriptions are found in Table 29. The majority of land in this subarea (79 percent) is zoned for commercial forest use) while land zoned for rural residential use represents 10% of the total.

Figure 18. West Hills Zoning and Parcels

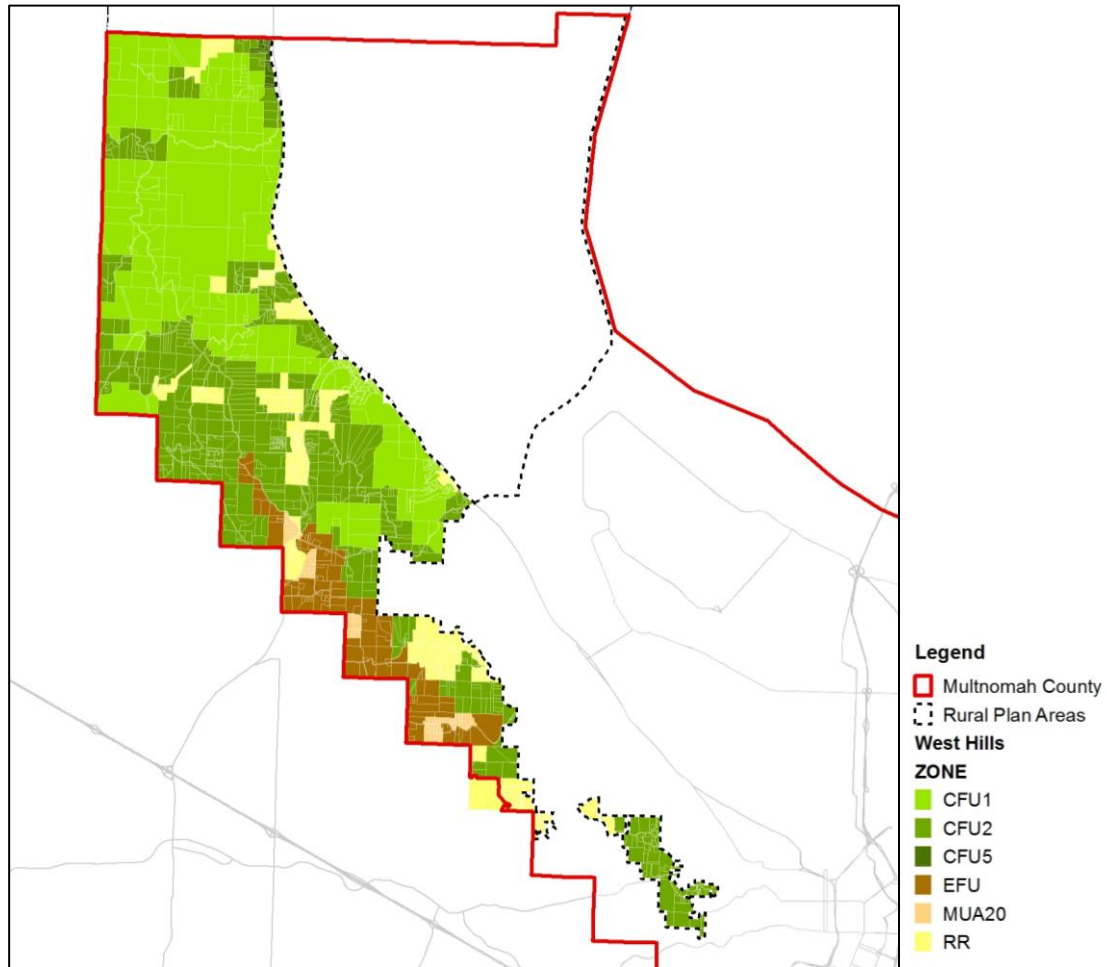


Table 29. West Hills Subarea - Zoning Designations

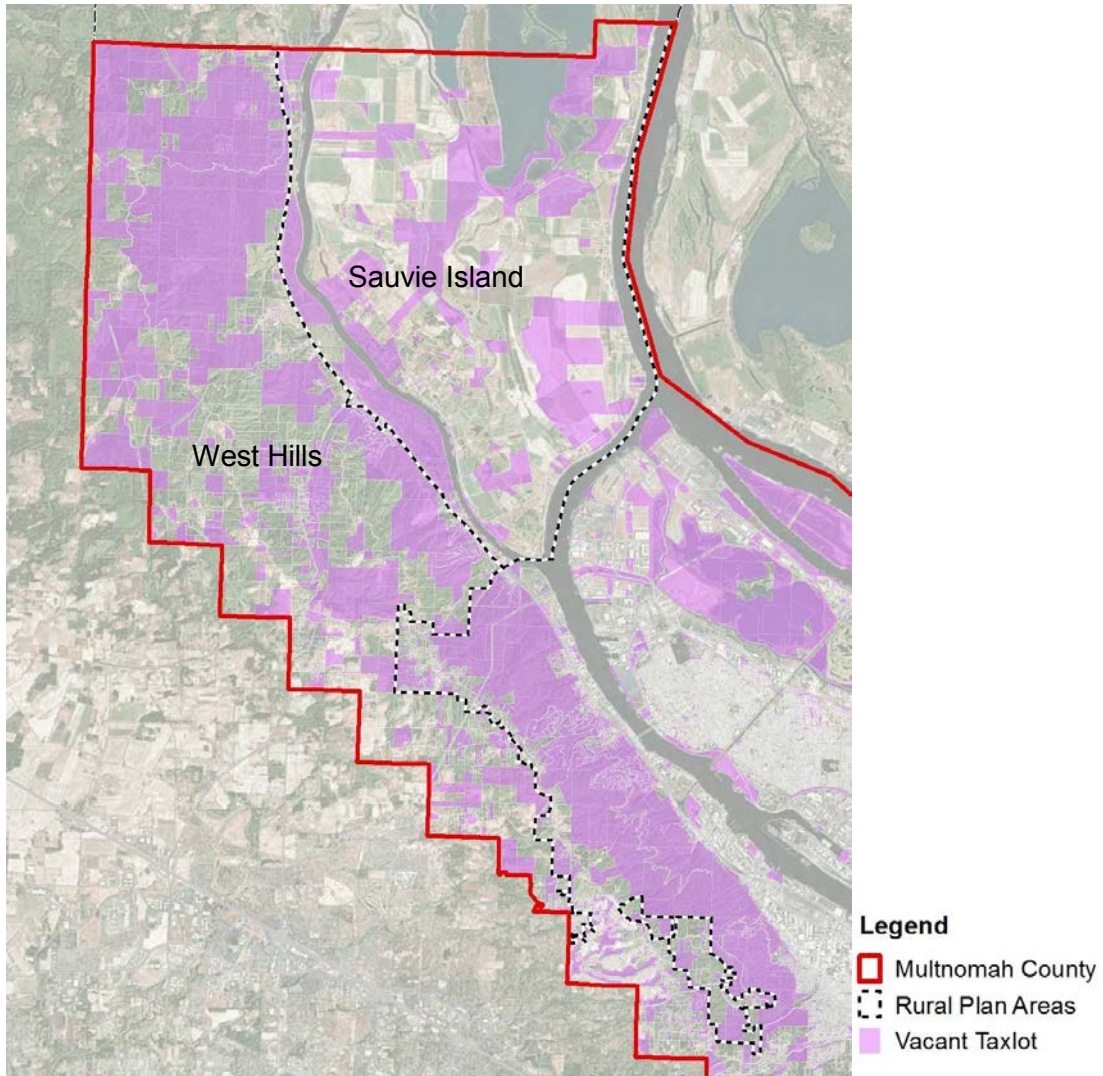
Zone	Detail	Acres	
CFU1	Commercial Forest Use	9,159	42%
CFU2	Commercial Forest Use	8,049	37%
CFU5	Commercial Forest Use	92	0%
EFU	Exclusive Farm Use	1,921	9%
MUA20	Mixed	299	1%
RR	Rural Residential	2,173	10%

Forest uses make up nearly 70% of the total acreage in the West Hills. There are over 700 taxlots (42.2% of total number of tax lots and 67% of the land) identified as in Forest use. There are 959 taxlots identified as having residential uses, representing just over 50% of the total lots. However, these lots total only 18.8% of the total acreage in the subarea.

Table 30. West Hills Subarea – Property Classification

Land Use	Number of Tax Lots		Total Acres	
<b>TOTAL</b>	<b>1888</b>	<b>100%</b>	<b>21,446</b>	<b>100%</b>
<b>Residential</b>	<b>959</b>	<b>50.8%</b>	<b>4035</b>	<b>18.8%</b>
Vacant	406	21.5%	2019	9.4%
Improved	493	26.1%	1727	8.1%
State Responsibility	29	1.5%	168	0.8%
Manufactured Structure	31	1.6%	121	0.6%
<b>Commercial</b>	<b>20</b>	<b>1.1%</b>	<b>141</b>	<b>0.7%</b>
Improved	18	1.0%	140	0.7%
State Responsibility	2	0.1%	1	0.0%
<b>Tract</b>	<b>88</b>	<b>4.7%</b>	<b>688</b>	<b>3.2%</b>
Vacant	30	1.6%	219	1.0%
Improved	50	2.6%	460	2.1%
State Responsibility	8	0.4%	9	0.0%
<b>Farm</b>	<b>95</b>	<b>5.0%</b>	<b>1494</b>	<b>7.0%</b>
Vacant	25	1.3%	275	1.3%
Improved	70	3.7%	1219	5.7%
<b>Forest</b>	<b>713</b>	<b>37.8%</b>	<b>14567</b>	<b>67.9%</b>
Vacant	298	15.8%	7718	36.0%
Improved	415	22.0%	6849	31.9%
<b>Recreation</b>	<b>13</b>	<b>0.7%</b>	<b>521</b>	<b>2.4%</b>
Vacant	12	0.6%	396	1.8%
Improved	1	0.1%	125	0.6%

Figure 19. Vacancy Status – West Hills



## POLICY GAP ANALYSIS

This section compares the current Comprehensive Framework Plan (Comprehensive Plan) and Rural Area Plans (RAPs) to relevant state and regional planning requirements and policies in order to identify deficiencies in the current plans that should be addressed as part of this update process.

Current plans were reviewed against the following state and regional documents:

1. Statewide Planning Goals and associated Oregon Revised Statutes (ORS) and Oregon Administrative Rules (OARs)
2. Metro Planning Requirements and Policies
3. Selected County Policies and Planning Documents

This section identifies gaps that will inform work to be conducted in Tasks 5 and 6 of this project. Task 5 involves drafting new plan policies and Task 6 will provide draft code amendments to implement those policies. This section does not include transportation-related plans and policies which are covered in a third (following) section of this report.

## STATE PLANNING REQUIREMENTS & POLICIES

### STATEWIDE PLANNING GOALS

**GOAL 1 – CITIZEN INVOLVEMENT:** The Comprehensive Plan contains policies for citizen involvement and intergovernmental coordination (Policies 3 and 4) that address Statewide Goal 1. The policy language applies county-wide; it is not necessary for the individual RAPs to have additional policy language for Goal 1. Goal 1 is relatively general in nature and both the County's existing policies and the public involvement process being used to update the Comprehensive Plan appear to be consistent with Goal 1. However, additional policies related to public involvement could be incorporated in the updated Comprehensive Plan, if desired.

**GOAL 2 – LAND USE PLANNING:** Goal 2 requires local governments to establish, update as needed and implement Comprehensive Plans. The Goal prescribes general planning requirements, how and when local governments can take exceptions to this goals; and guidelines for Plan preparation, content, filing, revision implementation, and coordination with state and federal agencies. The County's Comprehensive Plan, in concert with the County Development Plan and Operations Plan, as well as other supporting functional and specific area plans (e.g., Rural Area Plans) appear to generally conform to the provisions of Goal 2. Although the existing Comprehensive Plan includes a very detailed set of planning policies and recommended implementation strategies, the preliminary policy audit being conducted separately as part of this project may indicate specific policy gaps in the Plan.

**Recommendation:** Policies related to land use planning should be reviewed further to ensure that they are consistent with County land use development and permitting processes, including development code requirements. The process of updating the Plan also will need to be



consistent with Goal 2 and the updated Comprehensive Plan will need to incorporate contents and reference implementing plans and regulations consistent with Goal 2.

**GOAL 3 – AGRICULTURAL LANDS:** This goal states that agricultural lands shall be preserved and maintained for farm use, consistent with existing and future needs for agricultural products, forest and open space and with the state's agricultural land use policy expressed in ORS 215.243 and 215.700. The Oregon Department of Land Conservation and Development (DLCD), with assistance from Angelo Planning Group, is currently preparing a set of model ordinance provisions to help counties ensure consistency with state statutes and administrative rules associated with farm and forest. County planning staff have been involved in this effort and a preliminary review of County standards indicates that they are consistent with or exceed state requirements.

**Recommendations:** As part of this Comprehensive Plan update, the County should use the results of the DLCD effort noted above to confirm that County policies and regulations are consistent with each other and with state requirements at a minimum and further determine whether additional policies or requirements are needed to meet County or community goals. While the project team has not yet done a thorough review and comparison between state requirements and County policies (this will be done as part of Task 5 of the project), an initial assessment indicates that Multnomah County's requirements exceed the minimum state requirements.

**GOAL 4 – FOREST LANDS:** This goal directs local governments to conserve forest lands by maintaining the forest land base. It also requires local jurisdictions to ensure that forest production is economical and consistent with the goal of protecting land, air and water quality, as well as wildlife habitat. The goal further local governments to inventory forest lands and apply zoning designations to allow for commercial forestry in these areas, including limiting other land uses that could significantly adversely affect forest operations and practices and to establish numeric standards for land divisions and standards for land uses in these areas. The goal refers to consistency with specific statutes. The Goal includes guidelines for planning and implementation related to inventory practices; management of air, land and water quality; land use and land division; reforestation; road and right-of-way location and standards; and managing conflicts between forest lands and adjacent zones and uses.

The County's Comprehensive Plan includes policies and implementation strategies that address the requirements and guidelines of the goal. The County's Development Code includes several commercial forestry zones that also implement and are generally consistent with the goal. The Comprehensive Plan and Development Code also include policies and standards to protect air, land and water quality and wildlife habitat within forest and other zones.

**Recommendations:** As part of this Comprehensive Plan update, the County should use the results of the DLCD effort noted under Goal 4 to confirm that County policies and regulations are consistent with each other and with state requirements at a minimum and further determine whether additional policies or requirements are needed to meet County or community goals. The project team also should review County policies and standards (this will be done as part of

Tasks 5 and 6 of the project) to ensure that policies and standards properly balance support of forest operations and practices with management of air, land and water quality and with forest property owners ability to economically conduct commercial forestry operations..

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

Because the County is doing a voluntary update of the Comprehensive Plan (outside of a required periodic review process), there is no requirement to conduct a complete Goal 5 inventory. However, the County may choose to add Goal 5 resources to its existing inventories if desired. Currently, the County has Goal 5 inventories and associated ESEEs for the eastern parts of the County (east and west of the Sandy River). The West Hills RAP identifies scenic resources, wildlife habitat, streams and some mineral/aggregate resources that have been inventoried pursuant to Goal 5. In addition, the recent update of the Sauvie Island RAP included a Goal 5 inventory based on a “literature review” of existing, readily available information about applicable natural resources but did not include an associated ESEE analysis or report. It also has not included a determination of significance for Goal 5 resources or any on-the-ground inventory of resources.

In order to add resources to its existing Goal 5 inventories, the County could take the following approaches, depending on “safe harbor” provisions that may or may not be in place:

- If safe harbor provisions, or provisions that can be demonstrated to be equivalent to safe harbor, are in place – the County may add resources to an inventory without conducting an ESEE analysis.
- If safe harbor (or similar) provisions are not in place, then the County must conduct an ESEE analysis for any new resources added to the inventories. Similarly, if the County revises existing code provisions in place to protect Goal 5 resources, and those revisions are not in line with safe harbor provisions – then an ESEE analysis must be conducted for areas and/or resources affected by the new regulations.

**Recommendations:** As part of this Comprehensive Plan update, the County will need to assess whether or not its existing Goal 5 code provisions are consistent with safe harbor provisions. In addition, the strategies under Policy 16A-L in the Comprehensive Plan will likely need to be revised to reflect inventories, ESEE work, and mapping that has been done since the last update.

For wetlands, the County is not required to conduct a local inventory and may rely on state/federal data as needed. However, the Comprehensive Plan indicates that some wetlands and other water resources have been inventoried. If additional wetland inventories are conducted as part of this update, the same safe harbor rules mentioned above will apply.

For wildlife habitat, the County has inventories and ESEE analyses for the areas east and west of the Sandy River. However, these may need to be updated based on more recent habitat surveys if they are available; if that is the case, the ESEEs will need to be updated as well.

Historic resources have been inventoried and the County protects historic resources by applying a Historic Preservation overlay zone to sites that meet the criteria. To ensure consistency with

Goal 5, the County should consider including language with the Historical Site Criteria under Policy 16-I that ensures owner consent (the County cannot impose a historical site designation if the property owner does not consent).

For cultural resources, there are no applicable state requirements and the County is not mandated to conduct an inventory. However, as part of this plan update, the County will consult with the State Historic Preservation Office and tribal agencies to determine if significant cultural resources are present and should be addressed in this update process.

**GOAL 6 – AIR, WATER AND LAND RESOURCES QUALITY:** All waste and process discharges from future development, when combined with such discharges from existing developments shall not threaten to violate, or violate applicable state or federal environmental quality statutes, rules and standards. With respect to the air, water and land resources of the applicable air sheds and river basins described or included in state environmental quality statutes, rules, standards and implementation plans, such discharges shall not (1) exceed the carrying capacity of such resources, considering long range needs; (2) degrade such resources; or (3) threaten the availability of such resources. It is expected that the County can comply with these requirements by meeting Goal 5 requirements and deferring to state and federal requirements for air and water discharges.

**GOAL 7 – AREAS SUBJECT TO NATURAL HAZARDS:** There is no specific Administrative Rule or other state requirements associated with Goal 7 beyond the language of the Goal itself. The Goal provides only general guidance regarding reducing risks from natural hazards. The Comprehensive Plan contains policies related to natural hazards under Policy 14 Development Limitations and Policy 16 Natural Resources. In addition, the County Zoning Ordinance contains standards for development in the floodplain and in slope hazard areas. The Federal Emergency Management Agency (FEMA) requires local communities to maintain and enforce minimum floodplain management standards in order to be eligible to participate in the National Flood Insurance Program (NFIP). FEMA accepted floodplain maps compiled by Multnomah County in 1980. Recent and potential future decisions and requirements by the National Oceanic and Atmospheric Administration (NOAA) also may affect the need for potential changes to flood hazard regulations. These include a previous biological opinion issued by NOAA and potential requirements associated with channel migration discussed below.

**Recommendations:** Channel migration is also considered a potential natural hazard and is currently being evaluated by the National Oceanic and Atmospheric Administration (NOAA) which is considering establishing future federal regulations associated with these potential hazard areas. Those efforts may result in new state requirements for local governments to consider adopting into comprehensive plans that specifically address channel migration. If the NOAA study provides model policy language related to channel migration, the County should consider adoption of that language as appropriate, consistent with future state requirements.

In addition, the Department of Geology and Mineral Industries (DOGAMI) has recently developed new mapping data and protocols using laser-based data (called LIDAR) that can provide a much more accurate depiction of landslide locations than is currently available. LIDAR

maps have been produced for a number of Oregon counties, including Multnomah County. In addition, the Oregon Department of Land Conservation and Development (DLCD) is working with DOGAMI and several cities in northern Clackamas County to develop a model ordinance for use in minimizing risks from landslide and other hazards. Also, Marion County has recently prepared an updated natural hazards ordinance using LIDAR data.

While current state laws and administrative rules do not require it, the County may also want to create a new natural hazards policy section in the Comprehensive Plan that gathers all hazard-related policy language into one place. This will help coordinate hazard-related policy language that exists in the individual RAPs and the County's Hazard Mitigation Plan, as well as any new policy language related to channel migration and LIDAR information that becomes available. The Marion County ordinance and the ongoing work by DLCD could inform these efforts.

**GOAL 8 – RECREATIONAL NEEDS:** The statewide goal is: To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities. Policies 39 and 40 of the Comprehensive Plan include language about parks and recreation planning and development requirements (mostly pertaining to bicycle and pedestrian connections and landscaped areas).

**Recommendation:** Policy 39 includes policies specific to a 40-mile loop trail system; this language should be updated to reflect the current status of that project. There are also some references to documents in these policies (for example, the 1984 Multnomah County Neighborhood Park Plan) that are likely outdated and should be revised or deleted as appropriate. Policy 40 seems to focus exclusively on bicycle and pedestrian connections and landscaping. The County may want to expand this section to include additional policies related to parks requirements for development, and to be consistent with the zoning and subdivision ordinances. At the same time, these policies should reflect the current agreement between the County and Metro regarding management of parks within the County.

In addition, policy language in the Comprehensive Plan should include specific reference to the RAPs and the unique recreational value of each (for example, tourism on Sauvie Island and Forest Park in the West Hills). Each RAP contains policy language about recreation that should be updated and incorporated as appropriate.

**GOAL 11 – PUBLIC FACILITIES AND SERVICES:** The goal requires local governments to plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development. Policies 37 and 38 of the Comprehensive Plan address public utilities and facilities; however, it appears they have not been updated since 1999. The Sauvie Island RAP includes a chapter for public and semi-public facilities and identifies key issues. The West Hills RAP refers to a potential new community facility plan for the Burlington Water District, and mentions the lack of public facilities serving the Balch Creek Basin area. The East of Sandy and West of Sandy RAPs contain limited information about public facilities and utilities, most of which is background information and not policy language.

Goal 11 also requires facility plans as follows:

*“Cities or counties shall develop and adopt a public facility plan for areas within an urban growth boundary containing a population greater than 2,500 persons. To meet current and long-range needs, a provision for solid waste disposal sites, including sites for inert waste, shall be included in each plan.”*

*“Counties shall develop and adopt community public facility plans regulating facilities and services for certain unincorporated communities outside urban growth boundaries as specified by Commission rules.”*

**Recommendations:** New and/or revised policy language is likely needed in the Comprehensive Plan to more specifically address Goal 11 and the requirement to plan and develop a “timely, orderly and efficient” arrangement of public facilities. Language should also be updated to reflect any master planning of public facilities that has been completed since 1999. Policy language should also include updated information about the four rural areas, particularly where deficiencies have been identified or recent projects have been completed. The project team also should review plans for unincorporated communities to ensure they are consistent with Goal 11 requirements and consider including references to those documents in the Public Facilities section of the Comprehensive Plan.

**GOAL 12 – TRANSPORTATION:** This goal is implemented through the Oregon Transportation Planning Rule (TPR). Consistency with the TPR and with other state, regional and local transportation plans and policies is being addressed in a subsequent section of this Report.

**GOAL 13 – ENERGY CONSERVATION:** Land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles. Policy 22 of the Comprehensive Plan addresses energy conservation and appears to be consistent with this goal. The four RAPs contain little to no language regarding energy conservation. No changes are recommended for this policy except to update as appropriate to reflect more recent information or current practices.

**GOAL 14 – URBANIZATION:** This goal provides for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries and to protect rural, and resource lands from urbanization and urban sprawl. Policies 6-12 of the Comprehensive Plan are the Urban/Rural Growth Management Policies for the County and provide consistency with Goal 14. It defines three Broad Land Area Classifications: urban, rural and natural resource. Policy 6A also establishes policies and strategies for urban and rural reserves, consistent with OAR 660-027 Urban and Rural Reserves in the Portland Metro Area. Changes are recommended for Goal 14 compliance to update information specific to the four RAPs as needed to reflect current information and any rural reserve designations that apply in those areas. Those updates include:

- Portions of the West Hills were designated as Rural Reserves (areas 9C and 9B)
- Portions of West of Sandy were designated as Rural Reserves (area 1B), Urban Reserves (area 1C), and undesignated.
- Portions of East of Sandy were also designated as Rural Reserves are 1B.

- In 2010, all of Sauvie Island was designated as a rural reserve. This is reflected in the recent draft updated Sauvie Island RAP.

**GOAL 15 – WILLAMETTE RIVER GREENWAY:** The purpose of Goal 15 is to, “To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River...” The Goal requires that cities and counties update their comprehensive plans and implementing ordinances to establish boundaries, appropriate uses and acquisition areas consistent with the approved Department of Transportation Greenway Plan.

To address Goal 15, the Multnomah County Comprehensive Plan includes Policy 15 Willamette River Greenway that establishes protections for land within the designated Greenway. Those protections include a Willamette River Greenway overlay zone in the zoning code that is applied to all lands within the designated Greenway. The overlay establishes development and design standards, and an administrative review procedure for development proposed within the overlay. Generally, the provisions related to the Willamette River Greenway apply to areas on Sauvie Island that front on the Willamette River. The Greenway Overlay Zone should be reviewed to ensure consistency with Goal 15 and any proposed acquisition areas identified by the County also should be referenced in the Comprehensive Plan.

---

#### ORS 215 COUNTY PLANNING, ZONING, HOUSING CODES

**WINERIES:** ORS 215 contains relatively new (2012) language regarding commercial wineries on EFU lands. The policy language in the Comprehensive Plan does not currently address wineries. The draft Sauvie Island RAP includes a brief discussion that references the ORS language and states that there are currently no commercial wineries on the island. The other RAPs are silent on the issue of wineries.

**Recommendation:** Comprehensive Plan Policies 9 and 10 related to agricultural lands could be updated to reference ORS allowances and limitations for wineries. The results of the multi-county model ordinance work referenced under Statewide Goals 3 and 4 also may provide guidance to help update this aspect of the Comprehensive Plan.

---

#### OAR 660-033 AGRICULTURAL LAND

This rule establishes requirements for identifying agricultural lands and implements sections of ORS 215. It also establishes minimum parcel size requirements; uses that can be permitted outright or conditionally on designated agricultural lands and associated standards; and limitations on dwellings in conjunction with a farm use. As noted previously, DLCD and APG are working on a model ordinance that Counties will be able to use to ensure consistency with these provisions. Results of that effort will be used to ensure consistency of the Comprehensive Plan and Development Code with these requirements.

---

#### METRO PLANNING REQUIREMENTS & POLICIES



**METRO REGIONAL FRAMEWORK PLAN:** The Framework Plan provides more detailed policy guidance for the 2040 Growth Concept and contains policies for land use, transportation, hazards, water quality and other regional elements. Much of the policy language focuses on those areas within the Urban Growth Boundary (UGB). However, there are recommendations and requirements for local governments that should be considered as part of this Comprehensive Plan update, including policies and requirements for urban and rural reserve planning and protection of agricultural and forest land in those areas that apply to lands outside the UGB and within the rural portions of the County. These include portions of Sauvie Island, the West Hills and the area west of the Sandy River, as well as a small portion land east of the Sandy River.

**Recommendation:** Consider policy language as needed to ensure coordination with Metro on those policy areas that overlap (policies that apply outside the UGB). Specifically, review Framework Plan policies related to watershed management, natural hazards, urban and rural reserve planning and other requirements, as applicable.

**METRO PARKS AND NATURAL AREAS:** Metro is in the process of drafting a parks system plan (anticipated completion in December 2015).

**Recommendation:** It appears that Comprehensive Plan policy language related to parks (Policies 39 and 40) may need to be updated to reflect the Metro parks that are located within unincorporated areas of the county. Language in this section could also be revised to emphasize coordination with Metro in parks planning.

In addition, the West of Sandy, East of Sandy and West Hills RAPs all contain outdated information about parks and reference outdated documents (1997 Oxbow Park Master Plan, 1992 Metro Greenspaces Master Plan, for example). Parks information (and any associated maps) for these areas should be updated to reflect more recent regional park planning efforts and parks that have been created since the RAPs were last updated.

**CLIMATE SMART COMMUNITIES SCENARIOS PROJECT:** This project responds to a state mandate to reduce greenhouse gas emissions by 2035. Still in draft form, the Draft Toolbox of Possible Actions (Sept. 2014) contains potential actions that can be taken by county governments to help achieve the mandated reductions.

**Recommendation:** The County could review the actions identified in the Toolbox and consider including new policy language in the Comprehensive Plan as appropriate to support and implement the project.

## COUNTY PLANNING REQUIREMENTS & POLICIES

**COLUMBIA RIVER GORGE NATIONAL SCENIC AREA:** The Columbia River Gorge National Scenic Area Plan protects and provides for enhancement of the scenic, cultural, recreational, and natural resources of the Columbia River Gorge. Policy 41 of the Comprehensive Plan calls for the County to “implement the goals, objectives, policies, and guideline elements contained in

the *Management Plan for the Columbia River Gorge National Scenic Area* and attendant maps (including any future amendments) for that portion of the County designated by Congress as the Columbia River Gorge National Scenic Area.” No changes or additions to this policy are recommended as part of this update.

**MULTNOMAH FOOD ACTION PLAN:** The Multnomah Food Action Plan is designed as a tool to help focus community's resources and efforts on community-established priorities so that our region plans and invests wisely in a sustainable food system.

**Recommendation:** Consider drafting a new section of policy language for the Comprehensive Plan to address the Food Action Plan goals to the extent they are related to other aspects of the Comprehensive Plan. There is some overlap with other policy sections in the Comprehensive Plan (protecting agricultural lands, social equity, and economy) – those overlapping areas should be consistent with any new food-related policies. This will be especially relevant to Sauvie Island due to the large amount of food grown and sold there.

**MULTNOMAH COUNTY EQUITY AND EMPOWERMENT LENS:** The Equity and Empowerment Lens is tool used to improve planning, decision-making, and resource allocation leading to more racially equitable policies and programs.

**Recommendation:** Consider adding new policy language to the Comprehensive Plan that specifically addresses equity in policy and decision making. The Policy and Decision-Making Questions include in the draft Equity and Empowerment Lens provide a framework for potential new policy language, if necessary and relevant to other elements of the Comprehensive Plan.

**MULTNOMAH COUNTY HEALTH EQUITY INITIATIVE:** This initiative establishes county-wide priority policies to address the root causes of socioeconomic and racial injustices that lead to health disparities.

**Recommendation:** Consider drafting new policy language for the Comprehensive Plan that addresses health equity. Specific policies could emphasize: access to food/farms, access to public transportation, affordable housing, and a land use review process that considers equity in decision-making. Again, there will be overlap with other policy sections in the Comprehensive Plan so consistency between them should be confirmed.

**MULTNOMAH COUNTY NATURAL HAZARDS MITIGATION PLAN:** This plan contains updated (2012) county goals for addressing, planning for, and mitigating natural hazards. The emphasis is on the unincorporated rural parts of the county and on Multnomah County government facilities and services. Chapter 4 contains goals and objectives related to coordinating with other government agencies.

**Recommendation:** Policy 14 Development Limitations already contains some language about zoning regulations intended to avoid or mitigate natural hazards. However, the County could also consider drafting a new strategy under Policy 4 Intergovernmental Coordination that specifies coordination with the County Office of Emergency Management. In addition, Policy 23 of the West Hills RAP recommends revising Comprehensive Plan Policy 14 to designate lands

with average slopes greater than 25% as having development limitations (current policy applies to lands with slopes greater than 20%). This revision will resolve an existing conflict between the Comprehensive Plan and the County Zoning Ordinance. Information in the Hazards Mitigation Plan also should be used address requirements associated with Statewide Goal 7.

**MULTNOMAH COUNTY CLIMATE ACTION PLAN:** The 2009 Climate Action Plan serves as the 40-year roadmap for the institutional and individual change needed to reduce community-wide greenhouse gas emissions 80% by 2050. The 2014 Climate Change Preparation Strategy identifies Department of Community Services (DCS) as the lead agency on a number of strategy objectives.

**Recommendation:** Consider drafting some climate change and sustainability policy language for the Comprehensive Plan that addresses applicable objectives in the Action Plan, particularly those related to buildings and energy (Objective 1), urban form and mobility (Objective 2), and local government operations (Objective 8). Also, update Comprehensive Plan policies as needed to reflect the strategies where DCS is identified as the lead agency.

**MULTNOMAH COUNTY BOARD LAND USE PLANNING VALUES:** These are general value statements adopted by the Board and reaffirmed in 2007. Policy language in the Comprehensive Plan and RAPs generally supports and is consistent with these values. No updates are recommended.

This section of the report describes Multnomah County plans, state and local plans, Metro plans, and service provider plans that contain plans, policies, or projects that are relevant to the County's Comprehensive Plan Update and related Transportation System Plan Update for the rural unincorporated areas of Multnomah County.

This report identifies the relevant reference background documents, their date and on-line location, and provides a brief summary and description of each document's relevance to the Multnomah County Comprehensive Plan Update. More detailed information can be found in a separate memorandum on this topic.

It should be noted that the County has several documents pertinent to project implementation including the Multnomah County Road Rules and the Design and Construction Manual; however, these types of documents are not included below. The plan and policy documents relevant to Multnomah County rural area transportation include:

- Multnomah County Documents
  - Comprehensive Framework Plan [Policies 33 – 36]
  - Rural Area Plans
    - Columbia River Gorge NSA Rural Area Plan Policy Document (2005)
      - Columbia River Gorge National Scenic Area Management Plan (2011)
    - East of Sandy River Rural Area Plan (1997) [Transportation Section]
    - West of Sandy River Rural Area Plan (2005) [Transportation Section]
    - West Hills Rural Area Plan (1996) [Transportation Section]
    - Sauvie Island/Multnomah Channel Rural Area Plan (1997) [Transportation Section]
  - Transportation System Plans
    - Westside Rural Area Transportation System Plan (1998)
    - Functional Classification of Trafficways Findings and Recommendations Technical Report (2003)
    - Pedestrian Master Plan (1996)
    - Bicycle Master Plan (1990)
  - Transportation Capital Improvement Plan and Program Fiscal Years 2014-2018 (2014)
- Adjacent Jurisdiction Documents<sup>12</sup>
  - Washington County Draft 2035 Transportation System Plan (2014)

---

<sup>12</sup> TSPs for the Cities of Fairview and Troutdale will be considered; Troutdale's southeastern city limits border the West of Sandy rural area and its County roads.

- Clackamas County Transportation System Plan (2013)
- Hood River County Transportation System Plan (2011)
- Columbia County Long Range Transportation Plan (2004)
- City of Gresham Transportation System Plan (2013)
- City of Troutdale Transportation System Plan (2014)
- Portland Transportation System Plan (2007)
- Multnomah County Urban Pockets Transportation System Plan (2006)
  
- Metro Documents
  - Metro Regional Transportation Plan (2014)
  - East Metro Connections Plan (June 2012)
  - Metro Regional Framework Plan (January 2011)
  
- State Documents
  - Oregon Highway Plan (1999 w/ revisions through 2013)
  - Oregon Rail Plan (2014)
  - Oregon Freight Plan (2011)
  - Oregon Transportation Options Plan (On-going)I-84 Corridor Strategy Guidelines (2005)
  - Cornelius Pass Road Safety Evaluation Jobs and Transportation Act (2009)
  - ODOT Statewide Transportation Improvement Program (June 2012)
  
- Transit Service Provider Plans
  - Trimet- Eastside Service Enhancement Plan (On-going)
  - Trimet - North/Central Service Enhancement Plan (TBD)
  - Columbia County Community-wide Transit Plan and Highway 30 Transit Access Plan (2009)
  - Sandy Transit Master Plan (2009)

## MULTNOMAH COUNTY DOCUMENTS

### COMPREHENSIVE FRAMEWORK PLAN

<https://multco.us/file/18449/download>

This document outlines the county's land use mission statement. It describes the policies that guide decisions made by the Land Use Planning Division as well as the relationship between Multnomah County land use decisions and the policies adopted by the Metro Council and statewide planning agencies. Polices 33a, 33c, 34, 35, 36 specifically deal with the surface transportation system.

**Relevance to the Comprehensive Plan/TSP Update:** The following policies affecting the transportation system within unincorporated areas will be reviewed with the County to identify gaps in policy and help identify potential subject areas for new policies:

- Policy 33A: Transportation System
- Policy 33C: Bikeways/Pedestrian System
- Policy 34: Traffic Ways
- Policy 35: Public Transportation
- Policy 36: Transportation System Development Requirements

These policies need be considered along with the area specific policies identified in the individual Rural Area Plans and other documents reviewed.

---

COLUMBIA RIVER GORGE NSA RURAL AREA PLAN POLICY DOCUMENT (JUNE 2005)

<https://multco.us/file/27510/download>

This Rural Area Plan Policy Document provides guidance on decision making regarding land use, capital improvements, and physical development of the Multnomah County portion of the Columbia River Gorge National Scenic Area.

**Relevance to the Comprehensive Plan/TSP Update:** The policy document has one reference related to transportation (page 12) that is a policy regarding off-street parking and loading that states the County shall enact standards to reduce traffic congestion and maintain proper function of streets through regulations and standards for parking and loading for specific land uses in the Scenic Area.

---

COLUMBIA RIVER GORGE NATIONAL SCENIC AREA MANAGEMENT PLAN (SEPTEMBER 2011)

<http://www.gorgecommission.org/managementplan.cfm;jsessionid=c430591ff9952ee556d9246e6e2e2516737c?CFID=110929083&CFTOKEN=2ce7fbe763402d39-FAF6C9F6-0B36-5370-DA1045F214E58863&jsessionid=c430591ff9952ee556d9246e6e2e2516737c>

This plan was developed to ensure the Columbia River Gorge National Scenic Area is used in ways consistent with the Scenic Area Act. The Management Plan identifies goals, objectives, policies and guidelines for resource protection and enhancement, addresses land use designations, outlines an action program, and focuses on roles of the invested parties. Part 1, Chapter 4 (Recreation Resources) and Part 3, Chapter 3 (Enhancement Strategies) both include goals, objectives, and policies related to transportation that primarily focus on enhancing multi-modal access to the NSA.

**Relevance to the Comprehensive Plan/TSP Update:** Part 1, Chapter 4 (Recreation Resources) includes goals, objectives, and policies related to “Trails and Pathways” as well as “Transportation” in the NSA. The trails and pathways policies relate to creating connections to



the metro area from the NSA as well as between the various recreational sites in addition to creating new recreational opportunities. The transportation policies are related to promoting alternative modes of travel and specifically ensuring that recreational sites can accommodate transit vehicles.

Part 3, Chapter 3 (Enhancement Strategies) includes transportation related strategies for enhancing recreational resources. These include increasing transportation options and promoting modes that are recreational in nature.

---

EAST OF SANDY RIVER RURAL AREA PLAN (JULY 1997)

<https://multco.us/file/27455/download>

A part of the Rural Area Planning Program and the overall Multnomah County Comprehensive Framework Plan, this plan provides guidance on decision making regarding land use, capital improvements, and physical development of the East of Sandy River Area. It includes a brief “Transportation” section.

**Relevance to the Comprehensive Plan/TSP Update:** The East of Sandy River Rural Area is an unincorporated area of Multnomah County and therefore any policies and projects for this area should be reviewed, updated, and consolidated into the Multnomah County TSP Update.

The East of Sandy River Rural Area Plan includes five transportation related policies (Policy 36 – 41) in the Transportation section that need to be considered in a policy gap analysis and to identify policies that are unique to this area.

The Transportation section of the Plan identifies functional classifications for the ODOT (I-84) and County roadways within the plan area and includes areas that are also within the Historic Columbia River Gorge National Scenic Area (NSA) and included in the NSA Overlay.

The Plan identifies roadways that were designated as part of the County’s Bikeways Plan Map in 1992 and also summarizes recommendations to modify that map from the Northeast Multnomah County Community Association. Those recommendations largely include postponing implementation of the Bikeways Plan until there is more community support, removing some segment designations, and to consider the needs of equestrians and other forms of active transportation.

The Plan acknowledges that there are no County plans or policies that establish or designate equestrian trails in the County and that equestrians use the public right-of-way like other non-motorized users; however, improvements such as paving shoulders hamper equestrian use. The Plan suggests the County could encourage a private system for equestrian use through land use approvals and approval of signage on the roadway system.

---

WEST OF SANDY RIVER RURAL AREA PLAN (DECEMBER 2002)

<https://multco.us/file/27459/download>

A part of the Rural Area Planning Program and the overall Multnomah County Comprehensive Framework Plan, this plan is intended to guide development in the West of Sandy River area over the next 20 years. It includes a transportation chapter that is titled the “Transportation System Plan” for the area.

**Relevance to the Comprehensive Plan/TSP Update:** West of Sandy River Rural Area is an unincorporated area of Multnomah County and therefore any policies and projects for this area should be reviewed, updated, and consolidated into the Multnomah County TSP Update.

The West of Sandy River Rural Area Plan includes eleven transportation related policies (Policy 27 – 37) in the Transportation System Plan section that need to be considered in a policy gap analysis and to identify policies that are unique to this area.

The Existing Conditions section of the TSP section identifies functional classifications for the ODOT (US 26) and County roadways within the West of Sandy River Rural Area along with roadway inventory data including pavement width, pavement conditions, bridge/viaduct conditions, crash rates, speed zones, truck restrictions, traffic volumes, and intersection operations and overviews of other modes including the pedestrian and bicycle systems, public transportation, and air, rail, water, and pipeline systems.

The TSP then projects future conditions for the roadway system through the projection of future traffic volumes and describes potential future needs for other modes.

The recommendations within the TSP include several functional classification changes, intersection LOS standards changes in the Orient Rural Center, and a review of truck route signage and restrictions. Several intersection improvements are recommended to improve safety and the Stark Street viaduct is recommended to be replaced.

The TSP Appendix includes a proposed bikeways and walkways network map that identifies routes for improvements. It is based largely on roadways with ADTs above 3,000 and those heavily traveled by cyclists to access Oxbow Park.

The TSP identifies the potential future need for a small park-and-ride in the rural area center.

These projects and recommendations should be reviewed, updated, and consolidated into the Multnomah County TSP Update.

---

WEST HILLS RURAL AREA PLAN (OCTOBER 1996)

<https://multco.us/file/27453/download>

The first of the rural plans to be completed by the Rural Area Planning Program, the West Hills Rural Area Plan provides guidance on decision making regarding land use, capital improvements, and physical development of the West Hills area. The plan is a part of the larger Multnomah County Comprehensive Framework Plan. It includes a brief “Transportation” section; however, the “Westside Rural Multnomah County Transportation System Plan” (TSP) was

adopted after the West Hills Rural Area Plan but is consistent with the policies in the Rural Area Plan.

**Relevance to the Comprehensive Plan/TSP Update:** West Hills is an unincorporated area of Multnomah County and therefore any policies and projects for this area should be reviewed, updated, and consolidated into the Multnomah County TSP Update.

The Rural Area Plan section on Transportation includes functional classifications of roadways, references the County's Bicycle Master Plan routes within the area, and discusses a potential Burlington Northern rails-to-trails project along Cornelius Pass Road. The Plan includes several transportation related policies (Policy 8 – 10). Policy 8 opposes the construction of regional roadways in the West Hills Rural Area (such as a regional by-pass). These policies need to be considered in a policy gap analysis and to identify policies that are unique to this area.

The plan also includes a section on Recreational Trails that refers to two significant regional recreational efforts; one utilizing a Burlington Northern right-of-way that is planned to be vacated (referenced above), and the "Greenway to the Pacific" which has two potential corridors that could impact the West Hills Rural Area. Much has occurred related to regional trail planning since 1996 and the Comprehensive Plan and TSP need to reflect the latest local, regional, and state plans for recreational trails in the area. Policies 16 and 17 in the Rural Area Plan relate to regional trails and should be included in the policy gap analysis and review.

---

SAUVIE ISLAND/MULTNOMAH CHANNEL RURAL AREA PLAN (OCTOBER 1997; 2014 UPDATE IN PROCESS)

<https://multco.us/file/27454/download>

This plan is a part of the Rural Area Planning Program and Multnomah County Comprehensive Framework Plan and provides guidance on decision making regarding land use, capital improvements, and physical development of the Sauvie Island/Multnomah Channel area. It is in the process of being updated but the current update has not yet addressed transportation policies and plans. However, this work is scheduled to be conducted as part of a separate planning process to be undertaken concurrently with the TSP process.

**Relevance to the Comprehensive Plan/TSP Update:** Sauvie Island/Multnomah Channel is an unincorporated area of Multnomah County and therefore any plans and policies for this area should be reviewed, updated, and consolidated into the Multnomah County TSP Update.

The Rural Area Plan section on Transportation includes functional classifications of roadways and references the County's Bicycle Master Plan routes within the area; namely US 30 and Sauvie Island Road. The Plan also highlights the lack of shoulders on Sauvie Island and the inconsistency with the County's Pedestrian Master Plan.

The Plan includes six transportation related policies (Policy 21 – 26) that need to be considered in a policy gap analysis and to identify policies that are unique to this area. The policies largely relate to the need for a Bicycle and Pedestrian Advisory Committee for the area and opposition

to regional roadway facilities in the area (such as a by-pass). Most of the information in this document is expected to be updated as part of the planning process described above.

---

WESTSIDE RURAL MULTNOMAH COUNTY TRANSPORTATION SYSTEM PLAN (JULY 1998)

<https://multco.us/file/28612/download>

The Westside Rural Multnomah County TSP covers both the West Hills and Sauvie Island/Multnomah Channel Rural Area Plan areas. This Plan is being updated as part of the process noted in the Sauvie Island Rural Area Plan description listed previously.

**Relevance to the Comprehensive Plan/TSP Update:** The areas covered by this TSP are unincorporated areas of Multnomah County and therefore any policies and projects for these areas should be reviewed, updated, and consolidated into the Multnomah County TSP Update.

The TSP includes approximately 15 policies falling under five goal areas and are largely related to safety for all modes of travel, the provision and support of transportation options (such as ride-sharing and active transportation facilities), maintaining the proper function of local roadways, and freight movement.

The Existing Conditions section of the TSP section identifies natural hazards and functional classifications for the ODOT (US 30) and County roadways within the plan area along with roadway inventory data including pavement width, pavement conditions, bridge/viaduct conditions, slope stability, and access management. It includes roadway design standards and also includes traffic volumes, intersection operations and overviews of other modes including the pedestrian and bicycle systems, public transportation, and air, rail, water, and pipeline systems. It then includes a safety review and documents roadways where area residents have speed concerns.

The TSP then projects future conditions for the roadway system using both Metro model data and historic traffic volumes to project future traffic volumes and includes a review of the adequacy of the existing functional classifications and looks at future intersection operations.

The recommendations within the TSP include study and improvements to Cornelius Pass Road, several intersection improvements along Highway 30, study of the Sauvie Island Bridge needs, monitoring the need to upgrade Newberry Road to a collector while also trying to preserve it as a local street.

The plan identifies the need for formalizing an informal park-and-ride facility on Sauvie Island and providing a park-and-ride for regional commuters on US 30 near the Columbia County line.

The plan indicates that apart from US 30, none of the roadways identified in the Bicycle Master Plan or Pedestrian Master Plan have paved shoulders and that the primary use of these facilities for walking and biking is recreational. Several roadways are identified as priorities in both the West Hills and Sauvie Island area.

The plan includes a list of twenty-one improvements and potential funding opportunities for them. They primarily include roadway and intersection safety improvements, shoulder widening, and recommended locations for ride-share and vanpool parking. These projects and recommendations should be reviewed, updated, and consolidated into the Multnomah County TSP Update.

Much of the information in this document is expected to be updated as part of the planning process described above.

---

MULTNOMAH COUNTY FUNCTIONAL CLASSIFICATION OF TRAFFICWAYS FINDINGS AND RECOMMENDATIONS TECHNICAL REPORT (OCTOBER 2003)

<https://multco.us/file/28613/download>

The report reviews, evaluates, and makes recommendations for updates and changes to the functional classification of roadways in Multnomah County including roadways in both urban and unincorporated areas.

**Relevance to the Comprehensive Plan/TSP Update:** This document includes recommended roadway functional classifications for both urban and rural area roadways and is more current than any of the County's Rural Area Plans and TSPs. Although largely focused on consistency with Metro and local agency plans in urban areas, it does include information on designated Scenic Routes, recommended updates to the Comprehensive Framework Plan Policies to provide compliance with the Transportation Planning Rule, discusses truck routes and identifies areas of truck restrictions and bridge weight restrictions. These recommendations should be reviewed, updated, and consolidated into the Multnomah County TSP Update.

---

MULTNOMAH COUNTY PEDESTRIAN MASTER PLAN (APRIL 1996)

<https://multco.us/file/28614/download>

This plan provides a framework for developing a safe and convenient pedestrian system on both urban and rural roads. It includes a vision for walking in Multnomah County and includes objectives and policies that were recommended for adoption into the Comprehensive Framework Plan. The plan also contains an inventory of existing pedestrian facilities, deficiencies in the system, as well as a Pedestrian Capital Improvement Program (PCIP). The PCIP developed criteria for prioritizing pedestrian projects and identified funding sources for implementation.

**Relevance to the Comprehensive Plan/TSP Update:** This plan includes pedestrian related policies and improvement priorities. These recommendations should be reviewed, updated, and consolidated into the Multnomah County TSP Update.

---

MULTNOMAH COUNTY BICYCLE MASTER PLAN (DECEMBER 1990)

<https://multco.us/file/23733/download>

The Multnomah County Bicycle Master Plan outlines development of a safe and efficient road and bicycle system. The plan amends the Comprehensive Framework Plan Bicycle Map to update the bicycle routes. It includes guidance on appropriate facility types (shared lanes or shoulder bikeways in the rural area) by roadway functional classification and characteristics. It also includes objectives and policies and a Bicycle Capital Improvement Plan (BCIP) as a means to implement the Plan.

**Relevance to the Comprehensive Plan/TSP Update:** This plan includes bicycle related policies, facility type guidance, and future network map. These recommendations should be reviewed, updated, and consolidated into the Multnomah County TSP Update.

---

MULTNOMAH COUNTY TRANSPORTATION CAPITAL IMPROVEMENT PLAN AND PROGRAM FISCAL YEARS 2014-2018 (MAY 2014)

<https://multco.us/file/9289/download>

This document establishes a list of priority transportation improvements to enhance and maintain the County's transportation system. Funding information including sources and amounts is also included.

**Relevance to the Comprehensive Plan/TSP Update:** Projects and programs on the CIP should be reviewed to determine if they are still warranted, if additions need to be made, and to update priorities.

#### ADJACENT JURISDICTION DOCUMENTS

---

WASHINGTON COUNTY 2035 TRANSPORTATION PLAN (2014)

<http://www.co.washington.or.us/LUT/Divisions/LongRangePlanning/PlanningPrograms/TransportationPlanning/Transportation2035/>

This document is the long-range transportation plan for Washington County. The plan identified existing and future needs as well as projects and funding to address the identified needs. The plan addresses the major roadway system, transit, pedestrian, and bicycle transportation issues and focuses on specific and system requirements.

**Relevance to the Comprehensive Plan/TSP Update:** This plan addresses the neighboring unincorporated areas to the west of the Multnomah County. Roadway functional classifications, regional trails, and planned projects effecting roadways to and from Multnomah County's Rural Westside TSP area should to be identified and reviewed.

---

CLACKAMAS COUNTY TRANSPORTATION SYSTEM PLAN (MARCH 2014)



<http://www.clackamas.us/planning/documents/compplan/Chapter%205%20Transportation.pdf>

(policies)

<http://www.clackamas.us/planning/comprehensive.html>

(maps and tables)

The Clackamas County Transportation System Plan is the long-range transportation plan for Clackamas County. The plan evaluates existing and long term transportation facilities for deficiencies and opportunities for improvements. It includes projects identified as 20-Year Capital Projects (projects likely to be funded in a 20-year timeframe), Preferred Capital Projects (priority projects that would be funded if additional funding were available), and Long-term Capital Projects (projects necessary to meet all future needs but that are not likely to be funded).

**Relevance to the Comprehensive Plan/TSP Update:** This plan addresses the county to the south adjacent to unincorporated areas of the Multnomah County. Roadway functional classifications, regional trails, and planned projects effecting roadways to and from Multnomah County's West and East of Sandy River Areas should to be identified and reviewed.

---

HOOD RIVER COUNTY TRANSPORTATION SYSTEM PLAN (NOVEMBER 2011)

[http://www.co.hood-river.or.us/vertical/sites/%7B4BB5BFDA-3709-449E-9B16-B62A0A0DD6E4%7D/uploads/Final\\_HRC\\_TSP\\_11-21-11.pdf](http://www.co.hood-river.or.us/vertical/sites/%7B4BB5BFDA-3709-449E-9B16-B62A0A0DD6E4%7D/uploads/Final_HRC_TSP_11-21-11.pdf)

This plan evaluates the existing and future needs of the transportation system and serves as guidance for the design, implementation and management of transportation facilities in Hood River County.

**Relevance to the Comprehensive Plan/TSP Update:** This plan addresses the areas east of the East of Sandy River Area Plan area. Roadway functional classifications, regional trails, and planned projects effecting roadways to and from Multnomah County's rural areas should to be identified and reviewed.

---

COLUMBIA COUNTY LONG RANGE TRANSPORTATION PLAN (IN-PROCESS)

<http://columbiacountytsp.org/>

Columbia County is in the process of updating the Columbia County Transportation System Plan as a guide for the County to address transportation needs through the year 2035.

**Relevance to the Comprehensive Plan/TSP Update:** This plan addresses the county to the north of the West Hills and Sauvie Island/Multnomah Channel rural Areas of Multnomah County. Roadway functional classifications, regional trails, and planned projects effecting roadways to and from Multnomah County's West Hills and Sauvie Island areas should to be identified and reviewed.

---

CITY OF GRESHAM TRANSPORTATION SYTEM PLAN (DECEMBER 2013)

<https://greshamoregon.gov/tsp/>

The City of Gresham's Transportation System Plan documents the existing and future transportation system within Gresham. It has four primary elements: guiding tenets, system of street function and design, project list, and funding mechanisms. This document is used to guide improvements to the transportation system in Gresham over the next 20 years.

**Relevance to the Comprehensive Plan/TSP Update:** This plan addresses the incorporated area west of Multnomah County's West of Sandy River Planning Area. Roadway functional classifications, regional trails, and planned projects effecting roadways to and from Multnomah County's West and East of Sandy River Areas should to be identified and reviewed.

---

CITY OF TROUTDALE TRANSPORTATION SYSTEM PLAN (MARCH 2014)

[http://www.ci.troutdale.or.us//publicworks/documents/InfrastrucureMasterPlans/Final\\_tsp\\_03-04-2014.pdf](http://www.ci.troutdale.or.us//publicworks/documents/InfrastrucureMasterPlans/Final_tsp_03-04-2014.pdf)

The transportation system plan for the City of Troutdale evaluated the existing multi-modal transportation system within Troutdale as well as the system in 20 years. Issues were identified and projects were developed to address the transportation issues. The plan is used as a guide for future transportation investments within Troutdale and is consistent with the East Metro Connections Plan.

**Relevance to the Comprehensive Plan/TSP Update:** This plan addresses the incorporated areas just west of Multnomah County's West and East of Sandy River Rural Areas. Roadway functional classifications, regional trails, and planned projects effecting roadways to and from Multnomah County's rural areas should to be identified and reviewed.

---

PORTLAND TRANSPORTATION SYSTEM PLAN (MAY 2007)

<https://www.portlandoregon.gov/transportation/52495>

This document is the long-range transportation plan for the city of Portland. The plan identified existing and future needs as well as projects and funding to address the identified needs.

**Relevance to the Comprehensive Plan/TSP Update:** This plan addresses the incorporated area southeast of the Westside Rural Area TSP. Roadway functional classifications, regional trails, and planned projects effecting roadways to and from Multnomah County's rural areas should to be identified and reviewed.

---

MULTNOMAH COUNTY URBAN POCKETS TSP (2006)

<https://multco.us/file/28615/download>

This document is the long-range transportation plan for unincorporated areas of Multnomah County within urban areas. The plan identified existing and future needs as well as projects and funding to address the identified needs.

**Relevance to the Comprehensive Plan/TSP Update:** This plan addresses unincorporated urban areas that are all currently within the planning areas of cities within Multnomah County. Roadway functional classifications, regional trails, and planned projects effecting roadways to and from Multnomah County's rural areas should to be identified and reviewed.

METRO DOCUMENTS

---

METRO REGIONAL TRANSPORTATION PLAN (JULY 2014)

<http://www.oregonmetro.gov/regional-transportation-plan>

Updated every four years, this document is Metro's guide for future investments for the region's transportation system. Existing and future transportation issues are evaluated to develop projects to help address the identified issues. All modes of travel are considered as well as an evaluation of costs and funding sources for projects.

**Relevance to the Comprehensive Plan/TSP Update:** This plan addresses the area adjacent to unincorporated areas of the Multnomah County. Roadway functional classifications, regional trails, and planned projects effecting roadways to and from Multnomah County's rural areas should to be identified and reviewed.

---

EAST METRO CONNECTIONS PLAN (JUNE 2012)

<http://www.oregonmetro.gov/east-metro-connections-plan>

The East Metro Connections Plan identifies transportation projects that advance economic and community development in the East Metro area by providing better access and mobility. Projects were developed with three focus areas in mind: north/south connections, downtowns and employment areas, and regional mobility. The study area includes the cities of Gresham, Fairview, Wood Village, and Troutdale, and the unincorporated Pleasant Valley, and Springwater areas.

**Relevance to the Comprehensive Plan/TSP Update:** This plan addresses both the incorporated and unincorporated portion of Multnomah County within the Metro urban growth boundary and generally lying south of I-84 and east of 181<sup>st</sup> Avenue. Roadway functional classifications, regional trails, future transit plans, and planned projects effecting roadways to and from Multnomah County's rural areas should to be identified and reviewed.

---

## METRO REGIONAL FRAMEWORK PLAN (JANUARY 2011)

<http://www.oregonmetro.gov/regional-framework-plan>

The Metro Regional Framework Plan is based on the *2040 Growth Concept*, which provides a set of objectives for building better communities. While *2040 Growth Concept* provides objectives, the Regional Framework Plan goes a step further providing overall guidance for more detailed policies including regional transportation and mass transit systems.

**Relevance to the Comprehensive Plan/TSP Update:** This document provides guidance for regional transportation in the metro area, which is adjacent to unincorporated areas of Multnomah County. Policies and guidance addressing roadways into unincorporated areas should to be identified and reviewed.

## STATE DOCUMENTS

---

## OREGON HIGHWAY PLAN (1999)

<http://www.oregon.gov/ODOT/TD/TP/pages/ohp.aspx>

The Oregon Highway Plan outlines long-range policies and investments strategies for Oregon's multimodal transportation system. Guidance is given within this plan but responsibility for identifying specific projects is left to corridor plans and transportation system plans. The plan is a part of the Oregon's Statewide Transportation Plan.

**Relevance to the Comprehensive Plan/TSP Update:** This document provides policy for Oregon's State Highway System, many parts of which go through unincorporated areas of Multnomah County including Interstate-84, US 26, and US 30. Policies affecting these roadways through Multnomah County's unincorporated areas should to be identified and reviewed. These primarily include access spacing standards, vehicle mobility standards, and design standards.

---

## OREGON STATE RAIL PLAN (SEPTEMBER 2014)

[http://www.oregon.gov/ODOT/TD/TP/RailPlan/Adopted\\_Oregon\\_SRP.pdf](http://www.oregon.gov/ODOT/TD/TP/RailPlan/Adopted_Oregon_SRP.pdf)

This plan is an element of the Oregon Transportation Plan and documents the freight and passenger rail system, provides a needs assessment, and includes an investment decision-making framework in addition to goals, policies and strategies for improving the rail system in Oregon. Rail is a critical component of the state's multimodal transportation network.

**Relevance to the Comprehensive Plan/TSP Update:** The freight and passenger rail system spreads across the state with many links within Multnomah County. Class 1 railroad exists along the Interstate-84 Corridor and Class 1 and Non-Class 1 railroads exist in the US 30 Corridor. In addition, there are some abandoned lines in Multnomah County. The existing railroad classifications and policy implications of those classifications for the railroads in unincorporated

areas should be identified and reviewed. In addition, the goals, policies and strategies in the plan should be reviewed to ensure County policies are consistent and updated as necessary.

---

#### OREGON FREIGHT PLAN (2011)

<http://www.oregon.gov/odot/td/tp/pages/ofp.aspx>

This plan is an element of the Oregon Transportation Plan. The purpose of the Oregon Freight Plan is to improve freight connections to local, state, tribal, regional, national and international markets with the goal of increasing trade-related jobs and income for Oregon workers and businesses. The plan documents the economic importance of freight movement in Oregon, identifies transportation networks important to freight-dependent industries and recommends multimodal strategies to increase strategic freight system efficiency. The plan identifies, sixteen freight issues and strategies with action steps to address the issues.

**Relevance to the Comprehensive Plan/TSP Update:** US 30, US 26, and Interstate-84 traverse the County's rural areas and play critical roles in the movement of freight in addition to providing access to the Port of Portland and the Port of St. Helens. This plan documents different types of commodity flows, policies, and strategies to enhance the movement of freight that could be relevant to the County TSP.

---

#### OREGON TRANSPORTATION OPTIONS PLAN (ON-GOING)

The Oregon Department of Transportation (ODOT) is developing Oregon's first Transportation Options Plan (TO Plan). The TO Plan is one of several statewide transportation mode and topic plans that further refine and implement the Oregon Transportation Plan's (OTP) goals, policies, strategies, and key initiatives.

The purpose of the Plan is to establish a vision and policy guidance that integrates transportation options in local, regional, and state transportation planning, programming, and investment. The TO Plan will be grounded in an examination of existing programs, investments, and unmet transportation needs in the state. The Plan will include policies and recommendations that support and advance TO program activities, suggest ways to integrate TO into transportation planning and investments, and support TO program activities and integration with capital investment planning at the local and regional level.

**Relevance to the Comprehensive Plan/TSP Update:** The assessment of existing programs, investments, and unmet transportation need should be reviewed as it relates to the Multnomah County rural areas and the applicable rural areas policies, strategies, and initiatives should be incorporated into the Travel Demand Management (TDM) elements of the TSP.

---

#### OREGON DEPARTMENT OF TRANSPORTATION – STATEWIDE TRANSPORTATION IMPROVEMENT PROGRAM (JUNE 2012)

[http://ftp.odot.state.or.us/outgoing/STIP/OnlineSTIP\\_Public.pdf](http://ftp.odot.state.or.us/outgoing/STIP/OnlineSTIP_Public.pdf)

The STIP is Oregon's capital improvement program which details transportation projects and programs, funding, and schedule across the state of Oregon. It includes projects on the federal, state, city, and county transportation systems.

**Relevance to the Comprehensive Plan/TSP Update:** Projects and programs effecting roadways to, from, and within Multnomah County's unincorporated areas should to be identified and reviewed.

#### SERVICE PROVIDER PLANS

---

##### TRIMET EASTSIDE SERVICE ENHANCEMENT PLAN (ON-GOING)

<http://future.trimet.org/east>

Through 2014 and early 2015, Trimet will be working on an Eastside Service Enhancement Plan to improve bus service, bus stops and street crossings in the communities of East Portland (generally east of I-205), Fairview, Gresham, Troutdale and Wood Village.

**Relevance to the Comprehensive Plan/TSP Update:** Trimet provides service near to the West of Sandy River Rural Area (Route 84) so potential service changes or opportunities to enhance service to this area should be monitored.

---

##### TRIMET NORTH/CENTRAL SERVICE ENHANCEMENT PLAN (TBD)

<http://future.trimet.org/northcentral>

In late 2014, Trimet will be initiating a North/Central Service Enhancement Plan to identify bus service, bus stops and street crossing improvements in Northwest Portland, North Portland, Downtown Portland, Southeast neighborhoods north of Division and extending east to I-205, and Northeast neighborhoods extending east to I-205. The plan will identify:

- near-term bus service improvements that can be made soon with modest cost
- long-term bus service improvements to implement over time
- partnerships with cities, the county and businesses to improve access to bus and light rail stops

**Relevance to the Comprehensive Plan/TSP Update:** Trimet provides service to Sauvie Island (Route 16) so potential service changes or enhancements to this area should be monitored and opportunities for improving transit should be explored in the Sauvie Island/Multnomah County TSP Update process.

---

##### COMMUNITY-WIDE TRANSIT PLAN AND HIGHWAY 30 TRANSIT ACCESS PLAN (2009)



[http://www.ci.scappoose.or.us/vertical/sites/%7B057DE76A-C977-4C5C-A3EF-593B648863F4%7D/uploads/Columbia County Transit Plan - Report.pdf](http://www.ci.scappoose.or.us/vertical/sites/%7B057DE76A-C977-4C5C-A3EF-593B648863F4%7D/uploads/Columbia%20County%20Transit%20Plan%20-%20Report.pdf)

In 2009 Columbia County updated previous community-wide and coordinated transit service plans, drafted in 2002 and 2008 respectively. This update provides direction to the County for planning and implementing transit services, operations, facilities, and funding within a 10-year horizon. This plan also incorporates the US 30 Transit Access Plan for transit facility improvements along the US 30 transit corridor.

The Plan provides a set of recommendations for transit services throughout Columbia County. These include fixed routes bus, demand-response bus, vanpool, and carpool, supported by transit facilities, including upgraded bus stops and new park and ride lots. Additionally, the document addresses fares, current and future routes, and coordination with neighboring transit services.

**Relevance to the Comprehensive Plan/TSP Update:** Several of Columbia County Transit's routes travel along roadways within Multnomah County to get reach destinations including Portland and Hillsboro. Opportunities for coordination of services should be identified.

---

SANDY TRANSIT MASTER PLAN (2009)

<http://www.ci.sandy.or.us/vertical/sites/%7B08758F4D-2A53-4D1D-B7C5-B13B658BB891%7D/uploads/%7B337CB89B-26AB-463F-A777-1E85DBC49314%7D.PDF>

**Relevance to the Comprehensive Plan/TSP Update:** Several of Sandy Transit's routes travel along Highway 26 in the West of Sandy River Rural Area to reach destinations including Gresham and Estacada. Opportunities for coordination of services should be identified.