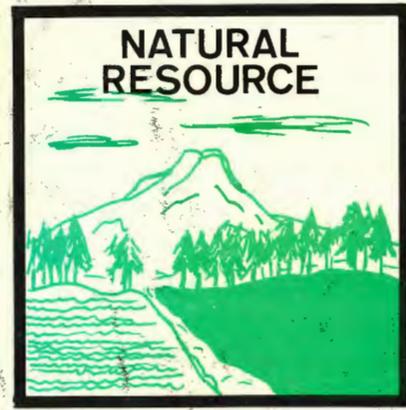
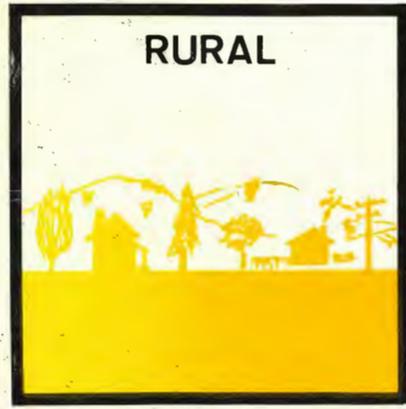


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# COMPREHENSIVE FRAMEWORK PLAN



October 1977



MULTNOMAH COUNTY OREGON

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ACKNOWLEDGEMENTS

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\*Resigned

Plan Adopted: September 6, 1977  
Effective Date: October 6, 1977

## PREFACE

This document includes two parts: the inventory and the plan section. The inventory summarizes the data which has been collected. Additional information contained on maps including the natural features, physical characteristics and the existing land use, is available for review in the offices of the Department of Environmental Services.

The plan section contains policies and locational criteria which apply to all legislative and quasi-judicial land use actions in the unincorporated portion of Multnomah County. It is intended that the locational criteria be construed in a flexible manner, in the interest of accommodating proposals which, though not strictly in conformance with the applicable criteria, are found to be in the public interest and capable of harmonious integration into the community. The burden of proving conformance of a proposal to the plan should vary with the degree of change and impact on the community: the more drastic the change and the greater the impact, the more strictly the criteria should be construed.

A portion of the County has been designated as "study area" on the Comprehensive Framework Plan Map. This designation is temporary, and following the adoption of the Columbia Community Plan, the map will be changed to reflect the adopted land use classification.



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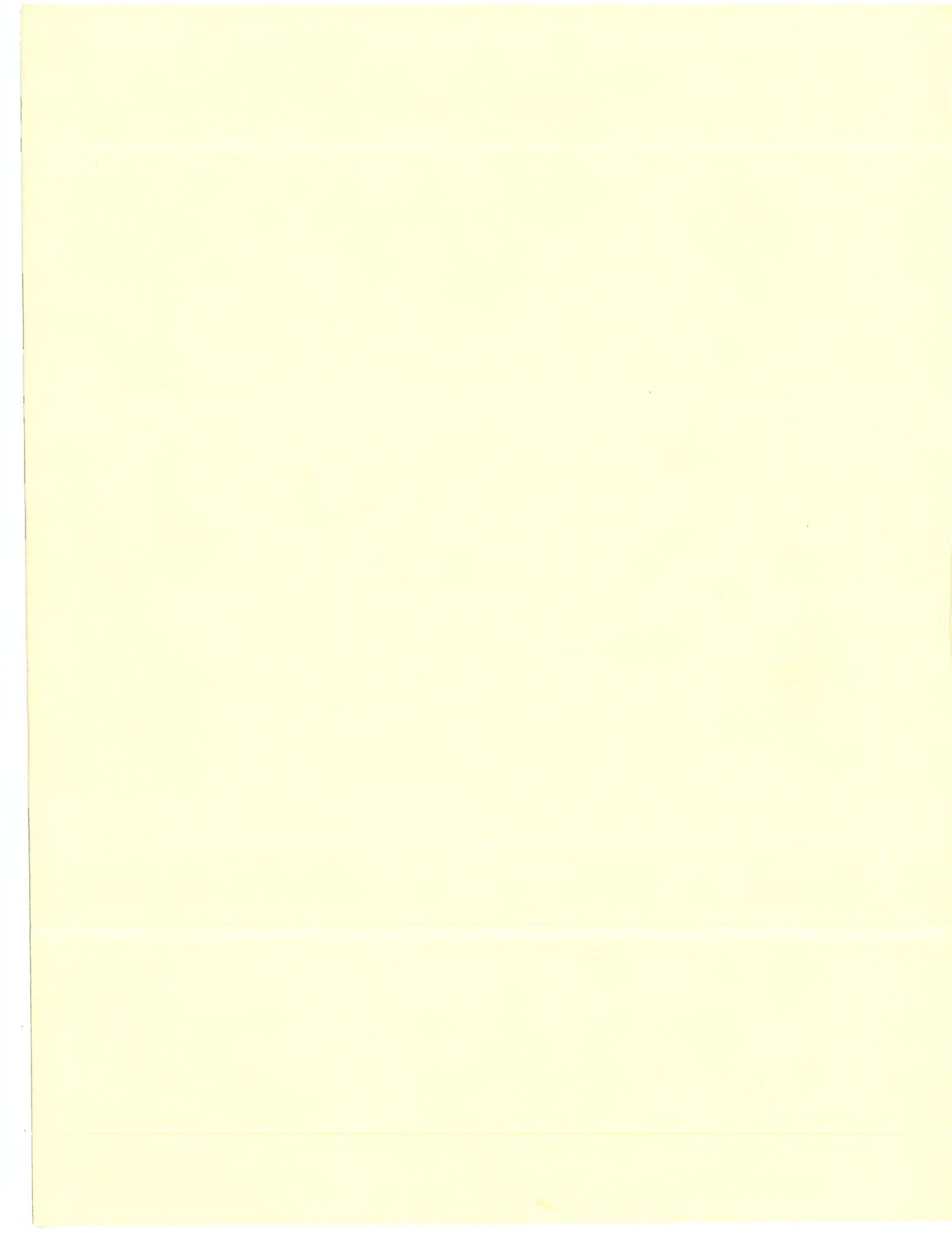


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# THE PLANNING PROCESS



THE PLANNING PROCESS FOR  
THE MULTNOMAH COUNTY COMPREHENSIVE FRAMEWORK PLAN

This inventory of information can best be understood and evaluated from the perspective of the inventory's place in the Comprehensive Plan and in the planning process by which that plan is developed. The inventory is an early step in the planning process, and combined with land use policies, strategies and a map, will form the first part of the three-part Comprehensive Plan.

THE COMPREHENSIVE PLAN IN THREE STAGES

The County Comprehensive Plan is being developed in three stages:

1. The Framework Plan
2. The Development Plan
3. The Operations Plan

Stage I--The Framework Plan

This plan sets the framework for inter-relating all of the Statewide goals into a broad statement of public policy. Since all of the goals are addressed, it is a Comprehensive Plan, however, the details are developed in the Development and Operation Plans.

The major thrust of the Framework Plan is to identify natural resource and rural settlement areas as well as where urbanization will occur. Implementation measures involve the adoption of zoning and other ordinances pertaining primarily to the non-urban area.

The Framework Plan is designed to:

1. Provide a factual data base.
2. Delineate broad land use classifications.
3. Establish an urban growth boundary.
4. Identify goals, policies, strategies and standards for the Framework Plan elements and decision making process.
5. Provide framework policies, strategies and standards applicable to the Development Plan and Operations Plan.

## Stage II--The Development Plan

This plan is an amplification of the Framework Plan and includes Functional and Community plans. The urban and future growth areas are the primary focus. Contained in this plan will be all of the statewide goal requirements not addressed in detail in the Framework Plan. Because community issues, needs and values will vary, this plan will be individualized to local areas.

Implementation through ordinances and programs will primarily address urban concerns, and the conversion of rural lands to urban use.

The elements of the Development Plan are:

1. Functional Plans that address specific functions such as Housing, Open Space and Recreation, Transportation, Energy and Economy. These plans are prepared within the framework established by the Framework Plan and serve as compendiums for action on specific issues.

The Functional Plan addresses the broad range of issues in each specific functional area and includes alternative policies and strategies which can be applied to specific problems.

2. Community Plans are prepared within the broad policy parameters of the Framework Plan and are a detailed amplification of that plan. The Functional Plans are used at the community level to identify policies and strategies for addressing specific local opportunities and problems.

## Stage III--The Operations Plan

This plan consists of those measures designed to carry out the Framework and Development Plans. The implementation measures fall into the four following headings:

1. Implementation Planning including definition of the Operations Plan purpose and general statement of program actions regarding ordinances, planning process, and plan or implementation revisions and changes.
2. Community Development Ordinance setting out the policy content for preparation, implementation and maintenance of a codified set of ordinances for effectuation of the Comprehensive Plan (Zoning and Subdivision Regulations, Capital Improvement Program, etc.).
3. Planning Process and Policy Framework specifying the policy means by which to make land use decisions.
4. Revision and Change Procedures citing the policy options for review actions on plans and implementation measures.
5. Capital Improvements Program identifying governmental expenditures over a 5 or 6 year period for streets, sewers, parks, and other governmental activities related to land use.

## THE PLANNING PROCESS

The Planning process that the County is using consists of seven steps:

1. Establish a work program.
  2. Collect an inventory of data.
  3. Identify issues and evaluate alternatives.
  4. Prepare a plan.
  5. Adopt a plan.
  6. Implement the plan.
  7. Review and update.
- 
1. The Work Program establishes the methodology and general schedule for comprehensive planning within the parameters established by law. (See the section on federal, state, and regional requirements.)
  2. The Inventory involves gathering information on physical, economic, environmental and social factors--the topic covered in this document, some of which will be expanded with greater detail in later stages of the Comprehensive Plan.
  3. Identification of Issues and Alternatives is accomplished through citizen town meetings and staff review of data. (Thirty-five town meetings were held during 1976 and 1977, with more than 1500 citizens participating. Summaries of citizens' comments were distributed in March and December of 1976. In addition, Federal, State and local agencies were invited to participate.) Citizen comments from the 1977 meetings and agency comments were used to amend the "First Draft Comprehensive Framework Plan."
  4. Plan Preparation is based on an analysis of pertinent laws and court decisions, the inventory, issues, alternatives and public values. This is a policies plan and includes policies, which are general courses of action designed to guide decisions, and strategies, which are stipulated courses of action for implementing the general policies. The policies are adopted public statements of policy, while strategies are recommended courses of action and, as contained in this plan, are not legally binding.
  5. Plan Adoption is the legal process by which the plan becomes the official policy statement of Multnomah County. The specific process is discussed in the following section under Plan Adoption Process.
  6. Plan Implementation occurs through legislative instruments adopted by ordinance and utilized by the public and private sectors. Major implementation measures are the Community Development Ordinance and the Capital Improvements Program. The Community Development Ordinance includes zoning and subdivision regulations and development standards. The Capital Improvements Program outlines in five or six year periods the capital expenditures for streets, sewer, water, parks and other governmental activities related to the physical development of the community.

7. Review and Update provides a means of insuring that the Comprehensive Plan remains in tune with changing circumstances. To determine whether the plan goals, purposes and policies remain in the public interest, an inventory process must be established and the plan must be revised and updated to reflect changing conditions or values.

## PLAN ADOPTION PROCESS

Adoption of this Plan involves a multi-step process including actions by planners, citizens, the Planning Commission and the Board of County Commissioners, all operating within the legal framework. The purpose of this process is to adopt a plan which meets all legal requirements and represents the community values of Multnomah County residents.

The following is a summary of roles and responsibilities of the planning staff, citizens, Planning Commission and Board of County Commissioners.

Planning Staff: The staff of the Division of Planning and Development, Department of Environmental Services is responsible for developing a work program, collecting and organizing information and drafting a plan.

The interdisciplinary staff which includes skills in economics, geography, natural sciences, planning, law, architecture, political science, and sociology prepares alternative policies and draft proposals for consideration by citizens, Planning Commission and Board. To insure compatibility of county plans with other governmental agency plans, the staff also engages in inter-agency coordination procedures and meetings.

Citizens: Residents, landowners, business operators and special interest groups participate in plan development, adoption and revision through a variety of methods described in the County's adopted Citizen Involvement Program. The value judgments essential to decisions on appropriate policy direction and how data is used depends upon continuing participation by the public.

Thirty-five public discussion meetings have been held on issues such as the citizen involvement program, verification of data, definition and designation of natural resource areas, and policy direction on residential, industrial, and commercial land uses, transportation, public facilities and services.

Planning Commission: The Multnomah County Planning Commission consists of nine citizens from various areas of the County who are appointed by the Board of County Commissioners to serve without pay. The Commission analyzes data and views expressed by citizens and interest groups, draft proposals prepared by staff and conducts public hearings, and recommends a plan to the Board of County Commissioners.

Planning Commissioners have toured the County on several occasions for an on-the-ground look at planning areas and have participated in the public discussion meetings in order to better understand the values expressed by the public.

Board of County Commissioners: As the elected governing body of the County, the County Commissioners initiate the Planning Department work program, insure adequate budget and staff, hold public hearings, review recommendations of the Planning Commission, citizens and staff as charged by law, and are the final decision makers on the plan.

#### Steps in the Adoption Process

1. Public Discussion: Concurrent with staff work on collecting information and preparing draft proposals of policies and strategies, public citizen discussion meetings have been held on these subjects. In addition, a series of meetings are held on the draft Framework Plan so that citizens of the County and any affected governmental unit can have an opportunity to review and recommend changes to the proposal prior to the public hearing process to adopt the plan.

In addition, each property owner who disagreed with the plan designation for their property was given an opportunity to present their case to a subcommittee of the Planning Commission. Staff assisted each person in the preparation of their case and in addition, a staff report and recommendation was made.

2. Notice of Public Hearings: Notice of formal public hearings on the proposed plan is provided through the legal requirements for notices posted in the courthouse, and published in the daily newspaper. Such notices, and any other means which seem appropriate, are used to inform the public of hearings before the Planning Commission and the Board of Commissioners.
3. Planning Commission Public Hearings: The final draft Plan was the subject of five public hearings before the Planning Commission. Anyone interested could comment on the draft Plan or suggest revisions. After all public testimony was heard, the Planning Commission reviewed the testimony and proposed changes. It then recommended to the Board the plan proposal it found best serves the Countywide needs and interests.
4. Board of Commissioners Public Hearings: The Board of Commissioners held two public hearings on the Plan. After hearing all of the testimony, the Board adopted this Plan which it finds consistent with the public interest and prescribed laws.
5. Revision of Plan: Revisions or amendments to the adopted Plan (text and/or map) follow the same process as initial adoption: citizen review opportunities, Planning Commission public hearing and recommendation, and Board hearing and adoption of revisions or amendments.



AN  
OVERVIEW  
OF THE  
COUNTY



## OVERVIEW OF MULTNOMAH COUNTY

Multnomah County, located in the northern portion of western Oregon, is bounded by the Columbia River on the north, Hood River County on the east, Clackamas County on the south, and Washington and Columbia Counties on the west.

Lying mostly within the lower Willamette River Basin, the County spreads from the Tualatin Mountains, west of Portland across the rolling valley floor to its eastern boundary in the Mt. Hood National Forest. Although the smallest of Oregon's thirty-six counties, Multnomah County's 457 square miles include diverse physical settings: the forest of the high Cascades, the cliffs and waterfalls of the Columbia Gorge, the farmland of Sauvie Island, the state's largest urban center, and the wooded and rugged West Hills.

The Columbia Gorge is a major historic, scenic and recreational asset to the entire state. The broad river, steep cliffs and sparkling waterfalls which once greeted Lewis and Clark, now provide not only a source of hydro-electric power at Bonneville Dam, but also wildlife habitat and opportunities for sightseeing, hiking, fishing and boating.

Sauvie Island, lying between the Multnomah Channel and the Columbia River, contains 12,000 acres of highly productive farmland and waterfowl habitat. The island is not only the County's most significant agricultural area, but also the State's most heavily used wildlife management area for recreational purposes.

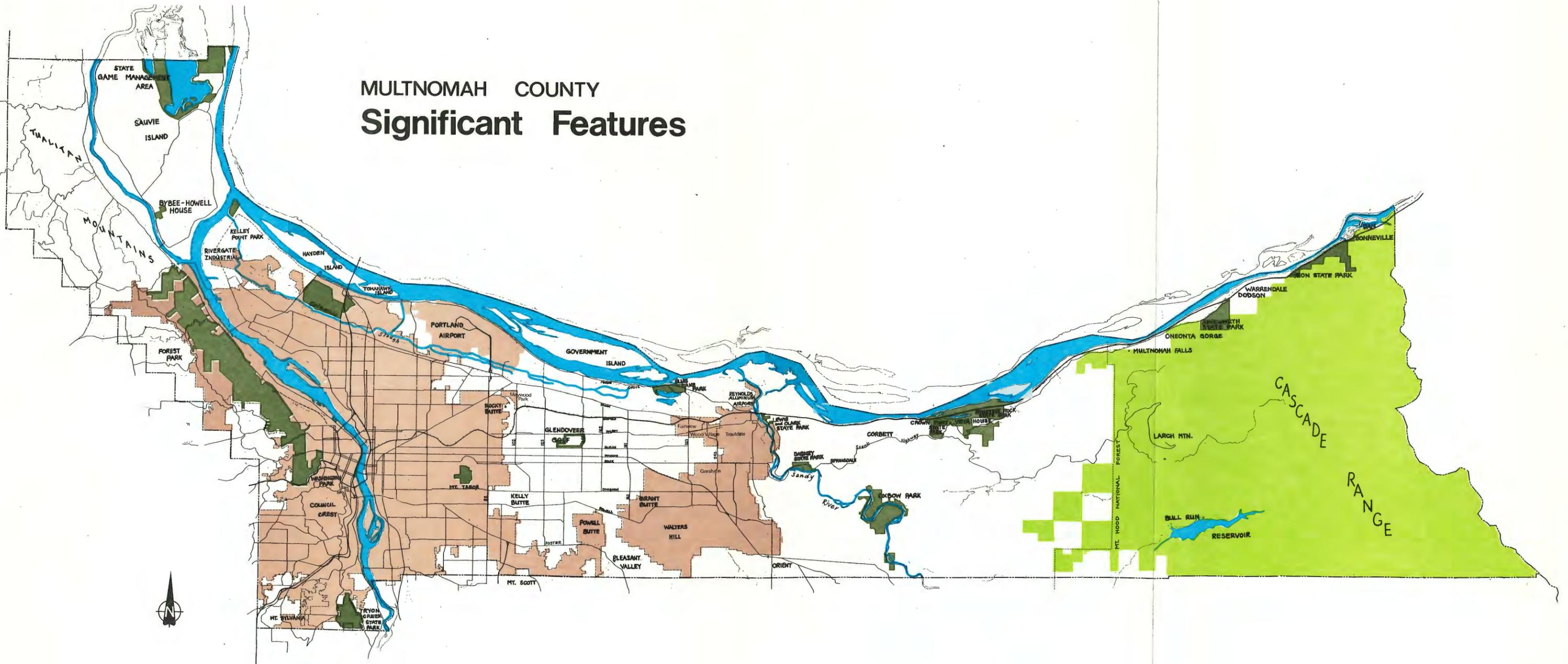
The forests and snowcapped mountains of the Cascades provide the eastern backdrop for the county and contribute to the timber industry of the area, while the West Hills offer a natural beauty to the western edge of the county. Within the natural environment is urban Multnomah County and the City of Portland.

Although Multnomah County has the smallest land area of any county in the state, it ranks first in population. Within the county is Portland, the state's largest city, and five other municipalities. Incorporated areas account for 121.1 square miles of the total area with 336.6 square miles unincorporated. Over 190 square miles lie east of the Sandy River with 120 square miles inside the Mt. Hood National Forest. Of the county's total population, 402,790 reside within cities and 145,110 in unincorporated areas.

The City of Portland has a significant impact on the remainder of the county. As the hub of the metropolitan region, the city provides most of the major employment and cultural activity and specialized services in finance, medicine, etc. As a result of this urban concentration, county areas provide residential and recreational opportunities for city workers instead of self-sufficient communities.



# MULTNOMAH COUNTY Significant Features



# THE LAND

- ✻ NATURAL ENVIRONMENT
- ✻ LAND CHARACTERISTICS & DEVELOPMENT CONSTRAINTS
- ✻ RESOURCE BASE
- ✻ WILDLIFE HABITAT
- ✻ UNIQUE AREAS
- ✻ RESOURCE QUALITY
  - AIR
  - LAND
  - WATER
  - NOISE



## NATURAL ENVIRONMENT

### INTRODUCTION

The County's natural environment provides both opportunities and limitations for future growth and development. The physical setting--rivers, hills, scenic vistas, and wilderness areas--provides the beauty of our area. Multnomah County's rainfall, temperature and winds produce the luxuriant vegetation and mild weather that make Northwest living so desirable.

The same natural elements, when viewed analytically as individual components of a system, become development opportunities and constraints. Examination of topography and soil capabilities indicates the appropriateness of intense development in areas with stable soils and good drainage. Other factors can be limitations to development, for example areas unsuited for septic tanks or prone to flooding, landslide or erosion.

The natural resources of the County determine the economic, social and cultural value of land for both the general public and the individual. For example, the vast stands of timber in the far east portion of the County protect watersheds, provide wildlife habitat, enhance the quality of life by providing recreational activities and scenic beauty and, at the same time, provide support for the County's timber industry. The Willamette and Columbia Rivers provide access to worldwide shipping routes.

In developing the County Comprehensive Land Use Plan, the natural environment has been studied in terms of the factors described in this Chapter. Climate, land characteristics which act as development constraints, the resource base, and resource quality are evaluated along with other information to determine areas suitable for urban and rural development and those areas which should be protected because of their natural resource value or because of hazard to the public health, safety and welfare.

### CLIMATE

Climate is a major natural influence on land use, affecting not only the location of various types of development, but also structural design and orientation. Major meteorological considerations in Multnomah County are precipitation, high winds, periods of air stagnation, temperature, and cloud cover.

Precipitation patterns are important when considering surface runoff in urbanized areas, ground water patterns, stream flows and flooding, water supplies, and areas subject to erosion. Together with soil types and land use, this data can be used to evaluate agricultural suitability, water supply potential and water related hazards.

The climate is influenced principally by marine air masses moving inland from the Pacific Ocean. Moist air is lifted by large land forms, such as the West Hills and Cascade Mountains, and creates large rain shadows immediately adjacent. Noticeably larger amounts of precipitation occur in these areas. Rainfall ranges from 20"-70" per year in various parts of the County and averages about 40" per year, with about 45% of the total occurring in the winter months, 5% during the summer, and 25% in each of the spring and fall periods.

Winds also have seasonal patterns, but are affected by local geography to form microclimates. Prevailing winds are generally from the northwest in the summer and south in the winter, although occasional bursts of continental air through the Columbia River Gorge do occur, causing strong east winds. In the winter these outbreaks cause rapidly falling temperatures which may be accompanied by snow or freezing rain, while the wind in the summer is hot and dry. Lands in and near the Gorge are affected more than those further away. Highest average velocities are between December and March, and range from 7.1\* to 8.7 mph. In September and October, wind velocities often are 3 mph or less (44%) which, if coupled with the topography of the Portland area, result in a high potential for air stagnation. Low velocities limit the possibility for wind as a source of power generation, although some localized areas, such as Crown Point, are being investigated.

Temperature is mild, with a yearly normal of 52.6°F. January has a monthly normal of 38.1°F, while July experiences 67.1°F. On an average, four days per year have maximum temperatures below freezing, forty-four days have minimum temperatures below 32°F.

Percentage of possible sunshine, which affects growing season, potential for solar power, etc., is low. Sunshine occurs only 47% of the time possible. The lowest percentages are in November, December, and January, with averages of 28%, 20%, and 23% respectively.

The result of general meteorological conditions in Multnomah County is a long agricultural growing season with mild temperatures and ample moisture, which favors the nursery and seed industries, berries, green beans, and vegetables.

It can be concluded that in general:

1. Multnomah County has a definite seasonal rainfall pattern, with maximum winter precipitation and summer drought.
2. Precipitation varies within Multnomah County, ranging from 80 inches per year at higher elevations in the extreme east County to 60 inches in the West Hills and areas immediately east of the Sandy River and the Gresham-Orient area, and 20 inches in the area between Portland and Troutdale.

\*All data is from the Portland International Airport Weather Station unless otherwise noted.

3. Except in localized areas, winds are generally light and seasonal, with a yearly mean of 7.7 mph.
4. Light average winds during September and October, coupled with local topography, result in a high potential for air stagnation and pollution problems.
5. Destructive storms are infrequent. Surface winds seldom exceed gale force, and only once in the period of record have winds exceeded 75 mph.
6. Temperature is mild. An average of 4792 normal heating degree days is experienced (base 65°F.) at Portland International Airport.
7. Average yearly temperatures and average winter temperatures (December through March) for lands east of the Sandy River are generally lower than those to the west.
8. Number of frost-free days, and the number of days between freezing weather (growing season) are generally less for lands east of the Sandy River than those to the west.
9. Maintenance of roads in areas of long periods of freezing weather is generally greater than in areas with shorter periods. This is partially caused by the freezing and subsequent expansion of moisture in the road-bed, causing buckling and cracking of the pavement.

## LAND CHARACTERISTICS AND DEVELOPMENT CONSTRAINTS

### TOPOGRAPHY

Topography is important in the planning process, as it relates directly to all of the natural resource elements. Slopes affect drainage patterns, soil erosion, water table levels, flooding, and the feasibility and cost of development.

In areas where the slopes exceed 12%, the cost of building increases because of the expense of constructing foundations and streets, and locating utilities. These areas are also more likely to be subject to erosion, mudslides and other natural hazards during periods of heavy rainfall.

While hilly areas are often very desirable for residential development due to scenic vistas, elevation and climate must also be considered as factors which affect mobility of emergency and other vehicles.

The following is a summary of the topographic conditions:

1. The West Hills adjacent to Forest Park have moderate to steep slopes.
2. The West Hills north of Forest Park have steep slopes with 75% of the land area in excess of 20% slope.
3. The Sandy River Canyon has steep slopes.
4. East of the Sandy River, the area is characterized by very steep slopes adjacent to relatively flat areas and plateaus. The topography becomes generally steeper towards the National Forest Boundary.
5. Most of the mid-County has little slope and is topographically desirable for building.

### FOUNDATION CONDITIONS

Foundation condition refers to such factors as the degree to which soils shrink and swell under varying conditions, moisture, internal drainage, susceptibility to floods, density, plasticity, and texture. This is a most important consideration in the location of utility systems and roads as well as building foundations which; as a result of soil movement, may crack, buckle, slump, or settle.

The following is a summary of the foundation conditions:

1. Generally, except for the following areas: the plateaus in the Corbett area, the urbanized portion of the County, and the lands above 25' elevation on Sauvie island, other areas in the County have severe foundation limitations.

## SOIL EROSION

Areas subject to erosion from rainfall, or excessive slopes or unstable soils have been identified, as well as areas where slides may occur when the soil is saturated with water or weighted.

Erosion potential is important in identifying areas for housing development, roads, agriculture or forestry. Erosion should be minimized in order to insure against the loss of topsoils, sliding caused from exposed soils, and siltation in waterways which slows water flow, destroys fish habitat, and decreases dispersion of effluent.

In preparing the Plan, the following should be considered:

1. In general, erosion is not a problem in the relatively flat area of the County.
2. Erosion potential should be considered in the hilly areas of East County and south of Gresham, where there is a moderate to high erosion problem.
3. The West Hills have a high erosion potential directly related to the degree of slope and the soil types.
4. On highly erosive slopes, it is important to retain and replant vegetation as a control measure.
5. Erosion or exposed soils caused by construction or landslides may cause the loss of topsoil and the siltation of waterways, which can destroy fish habitat.

## WATER TABLE

Ground water table refers to the distance from the surface to the subsurface zone which is saturated with water. It is significant in determining the suitability of an area for development, because high water table levels can cause septic tank disfunction, basement flooding, and seepage into sewer lines. It is also an important factor in surface water drainage. Studies show that:

1. High water table is defined as ground water being between 0 and 24 inches below the surface.
2. Areas with periodic high water table include parts of Sauvie Island, Columbia South Shore, the area from Gresham city limits to the south County boundary, the West Hills, and Holgate Lake.

## NATURAL HAZARDS

Natural hazards include floods, earthquakes, land movement and slides. The occurrence of any of these can result in loss of life and/or costly damage to property and public facilities. There is, however, limited information available on which to formulate specific policies for specific areas.

### Floods/Wetlands

A marine west coast climate at the confluence of two of the Northwest's largest rivers means that human settlements are subject to flooding and wetlands. Large floods in 1948 and 1964 are evidence that even though many control structures exist, conditions can occur which can cause substantial damage to life and property. Few technical studies have been completed which accurately identify flood plains in the County. The Corps of Engineers has provided studies on the Columbia River (east of Willamette juncture) and on Johnson Creek. Studies underway include the lower Willamette by the Corps of Engineers and the Sandy River above Dabney State Park by the Soil Conservation Service. No detailed studies are available for other streams, such as Multnomah Channel, Fairview Creek and Beaver Creek, or other areas such as Sauvie Island and the Columbia Gorge.

Wetlands are areas which are subject to annual inundation or have standing water year-round. They can be fed by surface flow or by ground water. In the past, little consideration has been given to wetlands, and filling and drainage have been used to reclaim land for development. Wetlands associated with flood plains have value as retention areas for periodic flooding and may be more valuable for that purpose than for development.

Flood plains and wetlands should be protected as water retention areas. The problems associated with filled wetlands of any type can be extremely costly in later years. These areas are often subject to greater damage during hazardous events such as floods and earthquakes. The positive value of wetlands in providing open space and wildlife habitat is often overlooked.

Systems such as detention and retention basins will need to be constructed in areas subject to flooding where development has already occurred.

Various studies show that:

1. The headwaters of Johnson Creek are an area of high average rainfall, resulting in fluctuation in stream flow. Johnson Creek flood plain has been evaluated and recommendations made to correct the problems. The impact of continued urban development which increases runoff to this stream should be considered in development costs. Recreation potential could be enhanced by some flood control measures such as the removal of obstructions in the stream and construction of detention basins which could be used as parks.

2. The Corps of Engineers states the Peninsula Drainage District No. 1 and Multnomah Drainage District are safe from major floods, but Peninsula Drainage District No. 2, which is outside the County, is not.
3. The diked area of Sauvie Island has not been flooded, but the Corps of Engineers rates the dike only to agricultural standards. Groundwater flooding does occur in the lower elevations. About 75% of the island would be flooded by a 100 year flood if the dike were to be breached.
4. In the Multnomah Channel area between U.S. Highway 30 and the Channel, annual flooding occurs in varying degrees. This wetland area supports a variety of wildlife and serves as a resting area for migrating birds. Little information is available on flood lands along the channel.
5. The Sandy River generally is confined to a deep walled canyon. The Soil Conservation Service is studying flood hazards of the lower Sandy where the flood plain is somewhat wider.
6. Fairview and Beaver Creeks are partly within the urban area of East County, and flood periodically. Study of these streams is necessary as the potential for flooding increases with increased development.
7. The wetland areas of Smith and Bybee Lakes are important areas for water retention and wildlife habitat with potential for natural environment related recreation opportunities.
8. Sauvie Island wetlands are important hunting recreation areas as well as wildlife habitat for resident and migratory species. Development affects the function of these areas.
9. The Sandy River delta is an important wildlife area with recreational potential.
10. Further studies are needed for flood areas and for wetlands to establish their exact limits and characteristics.

#### EARTH MOVEMENT

No active earthquake fault lines have been positively identified within the County, even though 160 earthquakes have occurred in Oregon since 1941. There are areas with unstable soils which are subject to mudslides and mass movement. Movement occurs in areas with moderate to steep slopes and where vegetation has been disturbed and the ground saturated with water.

In general, slides in Multnomah County have been limited to damaging roadways and public utilities, and:

1. Portions of the West Hills have a high potential for landslides.
2. A possible earthquake fault lies along the base of the West Hills from southwest Portland to the north.

## SEPTIC TANK LIMITATIONS

A septic tank absorption field is a system for subsurface sewage disposal, consisting of drainfield tile lines which distribute and release the effluent into the earth. The Soil Conservation Service rates the suitability of soils for absorption fields, utilizing such factors as permeability, depth to seasonal water table, flooding, slope, depth to bedrock and stoniness.

The identification of soils with septic tank or cesspool limitations is critical to the public health, since all rural growth and some suburban growth use these systems. Soil tests must be made before permits will be issued for septic tanks. The County is the agency designated to administer the DEQ subsurface disposal regulations.

The following is a summary of conditions in the County:

1. In Central East County alone, over 8 million gallons of effluent a day are released into the ground from cesspools. Soils in this area are generally good for subsurface waste disposal.
2. According to the 1974 SCS Soils Report for Multnomah County, about 62% of the County (excluding the National Forest acreage) has soils which have severe limitations for septic tanks.
3. The locations of these soils are Sauvie Island, West Hills, Columbia South Shore, southeast of Gresham, and the Cascade foothills in far East County.
4. Saturation of East County gravel soils with sewage and effluent is causing increased pollution in the Columbia Slough.
5. Other problem areas identified by the County Sanitarian are flood areas (e.g., Holgate Lake) and shoreline areas outside of dikes.

## THE RESOURCE BASE

### AGRICULTURAL SOIL SUITABILITY

Prime agricultural lands are a non-renewable resource. Their protection is an important factor in determining the shape and extent of urbanization.

Soil capability to produce field crops is determined from the United States Department of Agriculture Soil Conservation Service "Soil Capability Classes." The classification system is based on analysis of soil depth, texture and permeability, slope, erosion characteristics, availability of subsurface water, drainage, flooding, alkali and salinity content, and the number of frost free days.

The Soil Classification system ranges from Class I through VIII. Class I has the fewest limitations for agriculture and each progressively higher category has more limitations.

The State Land Conservation and Development Commission's Agricultural Goal requires local governments to preserve Class I-IV lands for agricultural purposes, or to request an exception from this goal. The following summarizes the types of soils found in the County:

1. Approximately two-thirds of Sauvie Island is Class II soils and one-third is Class III soils.
2. The West Hills have a very mixed pattern of Class III and IV soils.
3. The Columbia South Shore area is primarily Class II with some Class I, III, IV, and VI soils.
4. The area south of Gresham, east of the steeper slopes, is Class II and III land.
5. The area east of the Sandy River is a mixture of Class I-III, with Class IV and VI lands on the steeper slopes.

### FORESTRY SOIL SUITABILITY

To determine soil suitability for forestry, use is made of forest site classes which refer to the ability of the land to grow trees. The site indices used for Western Oregon are generally for Douglas Fir and are based on the height of dominant and codominant trees at the age of 100 years. A fully stocked stand of trees will produce a certain amount of wood growth per acre per year, and this growth is related to site index. Site index is usually grouped in site classes. The site classes for Douglas Fir are as follows:

<u>Class</u>	<u>Height at Age 100</u>
1	186
2	156-185
3	126-155
4	96-125
5	95 less

1. Timber is the resource base for Oregon's primary industry; and protection and conservation of timber lands is important to the economy of the State.
2. Site Class I forest soils are limited in Multnomah County; however most exist in the Bull Run Watershed.
3. The West Hills are primarily Class III with some Class II, and the East County foothills areas are Class II and III.
4. The primary commercial timbering in the County occurs in the Northwest Hills and in the Cascade Foothills.
5. Approximately 68,000 acres of commercial forest land exists in the National Forest within the County. Timbering is not allowed in the Columbia Gorge, the Eagle Creek Wilderness Study Area, or in the Bull Run Watershed, except under specific managerial prescriptions. Harvest can occur in some of the units around the Larch Mountain area. Forests provide recreation, water retention, erosion control, wildlife habitat, and visual form for urban areas.

#### MINERAL AND AGGREGATE RESOURCES

Mineral and aggregates are finite resources randomly located around the County. They constitute a scarce commodity that must necessarily be extracted for the economic and developmental needs of the community. Protection of existing sites for future use and carefully devised extraction management are important planning activities.

Extraction of these resources usually presents a conflict with close-by residential land uses. The noise, dust, and truck traffic associated with it are disruptive and often dangerous to these residents.

A management plan must be sensitive to these problems as well as the economic necessity of extraction itself.

A necessary component of any management plan must be standards for reclamation of exhausted or unused sites. Unreclaimed sites can be sources of pollution and erosion, safety hazards, and vector control problems.

Rock, sand, gravel and clay are the primary minerals found in Multnomah County in economically usable supply. These minerals are relatively inexpensive to purchase, extract and refine. However, due to their bulk and weight, transportation is the main cost factor for use.

High rates of consumption (about 5.7 tons annually per capita) and urbanization of mineral deposit areas are leading toward a rapid depletion of existing resources. This scarcity will further drive housing and construction costs higher as the resource diminishes and less productive sites and expensive extractive processes must be implemented. In preparing the plan and ongoing program, it must be recognized that:

1. No detailed study of sand and gravel resources in the Portland Metropolitan Area has been made. Information on location and quantity is generally based on a USGS study which deals with areas of geological significance. CRAG, however, is in the process of coordinating a detailed study for Multnomah County.
2. The sand and gravel used in construction are bulky commodities and need a nearby market. Haulage costs are uneconomical for distances greater than about twenty miles for trucks.
3. Trucking is the major means of aggregate distribution within this region, although some gravel is moved by barge.
4. Costs for aggregate increase single fold for every 10 miles of haul distance.
5. The cost of quarry rock to replace gravel is double that of natural gravel deposits. Blasting for rock also requires isolated locations, and potentially greater hauling distances.
6. Transport of gravel from areas outside the County, such as upstream on the Columbia and Willamette Rivers, would increase consumer prices due to the increased transportation costs.
7. Mineral extraction projects often conflict with nearby residential land uses.
8. It has been estimated that available nationwide supplies of sand and gravel will be gone by 2010; however, it will be much sooner in Multnomah County.

#### ENERGY RESOURCES

Multnomah County has virtually no developed sources of energy within its boundaries, except Bonneville Dam, which is partially inside the County and part of a region-wide network. Additionally, power generated from this dam

will soon be available only to publicly-owned utilities, none of which exist within Multnomah County. All petroleum, natural gas, coal, and some hydro power must come from out of state.

Potential energy sources are limited. Wind velocity sufficient for electrical generation exists only in isolated areas, such as Crown Point. Geothermal potential is unknown. Incineration of solid wastes for production of electricity or heat is being proposed by the Metropolitan Service District, although presently there are no financial commitments. Solar energy, which is the only remaining energy source, could be used for the supply of space heating.

At present, the major drawback to the use of wind, sun, and solid waste for energy production is cost. Only when prices of petroleum, coal, natural gas, and electricity rise sufficiently will these other untapped sources make a significant contribution. Even with full use of available energy sources within the area, Multnomah County will continue to be a net energy importer, and dependent on outside supplies. Energy conservation is important because:

1. About 82% of Oregon's energy demands are satisfied by non-renewable resources.
2. Shortages in electricity are forecast by the Bonneville Power Administration for the late 1970's and early 1980's. According to Governor Straub's Taskforce on Energy Conservation in their November, 1975 report, no major shortages of petroleum products from natural gas or coal are expected through 1980. Future price rises are expected to slow the increasing rate of consumption to below past trends.
3. Multnomah County will continue to be a net energy importer in the foreseeable future. This will require additional transmission lines, natural gas lines and communication facilities.

#### WATERSHEDS

A watershed is a spatial area from which water will flow to one central place, be it a river, lake, or central depression. The hydrologic cycle is a chain whereby water is circulated from the atmosphere to the land and back again.

Precipitation reaching the earth's surface may evaporate directly back into the atmosphere, flow unchanneled as "sheet wash" or "runoff" eventually flowing into surface drainage patterns, or filter into the ground, flowing very slowly as ground water.

The actions of man substantially change this process by altering the surface of the earth. Removing vegetation and soil, pumping water in or out of the ground, artificially covering the ground to block the filtering process, and artificially channeling drainageways alter the hydrologic cycle.

Watersheds serve many functions, and development within them must be geared to the appropriate function. If a watershed is to serve as a municipal water supply, the restrictions are greater than if recreation is the primary use. Any removal of natural vegetation alters the process of the water cycle and can result in the flooding of streams. Cumulative effects of development need to be examined closely, based on the function of the watershed and the continuous nature of the cycle.

The following should be considered in developing a plan:

1. The ridge of the West Hills forms a drainage divide with water draining to the west, flowing into the Tualatin Basin. Washington County restrictions, which affect County areas draining into it, need to be taken into account. The east side sheds drain into the Willamette and Multnomah Channels.
2. The urbanized East County is divided into north (Columbia River) and south (Johnson Creek) drainage areas. Streams serving these water sheds are greatly affected by increased surface runoff, especially Johnson Creek. Possible future water supplies could come from these aquifers.
3. The Columbia Gorge area is drained by the Columbia River. The Sandy Basin drains much of the area south of the Gorge Divide. The following four sub-basins serve as existing or future domestic water supplies:
  - a. Gordon Creek - Corbett
  - b. Wahkeena Creek
  - c. Tumalt Creek - Dodson
  - d. McCord Creek - Warrendale
4. The major watershed for Multnomah County's domestic water supply is the Bull Run Reserve, within which human intrusion has been limited. A recent court decision has determined that logging and recreation are prohibited under the Bull Run Trespass Act, but further decisions are expected on this issue. Currently, the Bull Run Reserve is public land managed by the US Forest Service and the City of Portland Water Bureau. A large proportion of Multnomah County water districts contract for water from Bull Run.

## WILDLIFE HABITAT

The County's wildlife is one of its natural resources, and habitat areas for big game, upland game birds, water fowl, fish and non-game animals are important considerations in land use planning. The production of fish and wildlife is dependent upon a quality environment. Production diminishes almost in inverse proportion to the level of indiscriminate land use activities affecting their habitat.

### BIG GAME HABITAT

Big game, including elk, deer, black bear, cougar, and a few mountain goat which have been transplanted to the County, require food, water, cover, and freedom from harassment. These habitat requirements exist in forested areas where logging practices or fires have created mixed stands of mature forests, brush-lands, and clear cutting. The most important habitat areas are located below 2,500 feet, where food is available during winter months.

The following factors pertain to Big Game:

1. Estimated populations and average expenditures for big game are as follows:

Estimated Big Game Populations & Expenditures  
Multnomah County, 1971

<u>Species</u>	<u>Est. Pop.</u>	<u>Rec. Days</u>	<u>Exp./Rec. Day</u>	<u>Total Exp.</u>
Roosevelt Elk	70			
Black-Tailed Deer	4,920	5,832	\$20.09	\$117,165
Black Bear	330	450	33.00	14,850
Cougar	10			
TOTALS		6,282		\$133,015

2. Sensitive habitat areas important to the survival of big game are the Gordon Creek, Bull Run River, Bridal Veil Creek, Multnomah Creek, Horsetail Creek and McCord Creek drainage areas.
3. Developments and new roads increase harassment of big game and remove habitat. Conflicts develop between land owners and the game populations as the animals damage gardens, crop lands and golf courses.

## UPLAND GAME BIRDS

Most upland game birds depend upon agriculture for their existence. Ideal habitat includes a varied patchwork of seed producing crops, interspersed with brushy fence rows, ditches, streams and woodlots. Other species, such as mountain quail, ruffed and blue grouse, and wild turkeys utilize the forested areas of the County.

Factors pertaining to Upland Game Birds:

1. Estimated Upland Game Population  
Multnomah County, 1971

<u>Upland Game Species</u>	<u>Estimated Populations</u>	
	<u>Summer</u>	<u>Winter</u> <sup>1</sup>
Ring-necked pheasant	8,870	
Valley quail	6,260	
Mountain quail	4,770	
Bobwhite quail	320	
Ruffed grouse	6,220	
Blue grouse	5,290	
Doves	24,590	500
Band-tailed pigeons	14,390	
Wild turkey	10	
Silver grey squirrel	600	

/1 Winter figures indicated only when different than summer figures.

2. Average 1971 expenditure on Upland game resources in Multnomah County was \$43,125 for a total of 8,625 recreation days.
3. Pheasant and quail are affected whenever agricultural land is taken out of production through urban development, road construction, etc. Farming practices on existing agricultural lands also have an impact. The trend today is to farm as much as possible. Brushy fence rows, woodlots, and riparian vegetation are constantly being removed at the expense of upland game.

## FISH HABITAT

Fish habitat is provided by the network of streams throughout Multnomah County. The habitat and spawning areas are affected by natural and human-made conditions such as extraction of materials from streams, erosion and siltation, impoundments, and removal of stream bank vegetation.

Fishing provides a valuable recreational opportunity which is enhanced by protection of stream-side vegetation, water quality maintenance and freedom of fish to reach spawning areas.

Factors pertaining to fish habitat and sport fisheries:

1. Fish production diminishes almost in inverse proportion to the level of land use activity which affects habitat areas.
2. Major fish habitat areas are the Columbia, Willamette and Sandy Rivers, Multnomah Channel and Sauvie Island lakes.
3. The estimated 1975 expenditures for sport fisheries in Multnomah County was \$6,857,075. This provided recreational opportunities for 275,104 angler days.
4. The estimated value of the Multnomah County Commercial food fish harvest was \$1,446,714 in 1975.

WATERFOWL

Waterfowl require habitat for resting, feeding, and nesting. Marshy areas, lakes and slow moving streams with brushy banks provide important habitat.

Factors pertaining to Waterfowl:

1. 

Estimated Waterfowl Population  
Multnomah County, 1971

<u>Species</u>	<u>Estimated Populations</u>	
	<u>Summer</u>	<u>Winter</u> <sup>1</sup>
Canada Geese	100	3,500
Snow Geese	0	300
Pintail	0	24,000
Mallard	1,500	30,000
American Widgeon	100	28,500
Gadwall	0	230
Green-winged Teal	0	6,500
Blue-winged Teal	280	
Cinnamon Teal	280	
Shoveller	0	350
Redhead	0	300
Wood Duck	6,500	200
Scaup	0	300
Ruddy Duck	0	200
Canvasback	0	300
Merganser (common)	500	1,100
Hooded Merganser	30	250
Coot	30	500
Swan	0	500

/1 Winter figures only indicated when different than summer figures.

2. The average 1971 expenditure in Multnomah County on waterfowl resources was \$210,490.00 with a total of 30,070 recreation days.
3. The sensitive waterfowl habitat areas are:
  - a. The slough and lakes on Sauvie Island, including adjacent agricultural lands.
  - b. The Smith Lake and Bybee Lake complex.
  - c. The Columbia Slough
  - d. Government and Sand Islands
  - e. The Sandy River Delta Area
  - f. The Columbia Gorge
4. Waterfowl habitat is rapidly decreasing in Multnomah County. One reason is that wet areas have little agricultural use, and can often be converted relatively easily to large industrial development (i.e., the Rivergate Industrial Complex in North Portland). Good wetland habitat was filled with dredge spoils from the Columbia River and is now being developed as an industrial site. Marshy areas have also been drained for agricultural uses, sometimes with federal assistance. Clearing of stream-side vegetation has meant the loss of nesting habitat for various species of waterfowl.

#### FURBEARERS

Habitat for furbearers includes brushy streams, wetlands, and forested areas both in urban and rural areas. The following is an estimate of the fur bearing populations:

#### Estimated Furbearer Populations Multnomah County, 1971

<u>Species</u>	<u>Number</u>
Muskrat	3,000
Beaver	1,600
River Otter	140
Mink	1,400
Marten	50

## NON-GAME HABITAT

Multnomah County contains important populations of hawks, owls, songbirds, small mammals, and numerous other non-game wildlife species. Most of the non-game birds found in Northwestern Oregon are protected. These animals provide opportunities for bird watching, photography, and nature studies. Although these species exist in the same habitat as game species, some also exist in many urban open space areas and are the species with which most urban dwellers are familiar (robins, sparrows, fox, squirrels, opossums, etc.).

1. One of the most important values of non-game wildlife is the nonconsumptive use these forms provide. Numerous hours of bird watching, photography, nature studies, etc., are spent on non-game wildlife. It is estimated that two-thirds of all wildlife use is nonconsumptive. A 1974 survey showed that during a one year period in Oregon, an estimated 719,000 people watched birds or other wildlife, 688,000 fed birds, and 245,000 put up bird houses or nest boxes.
2. The importance of non-game wildlife cannot be over-emphasized. Parks are extremely important, particularly in urban areas, because they provide the habitat for small non-game mammals and birds. Forest Park, Oaks Bottom, Blue Lake Park, and Laurelhurst Park are examples of valuable non-game wildlife habitat that provides nonconsumptive recreational opportunities.
3. There is a need for a more linear pattern of open space in urban areas to allow for greater movement and species density for urban wildlife. Various techniques can be used in developing areas to enhance the habitat for wildlife species such as streamside corridors, preservation of existing vegetation, and plantings of desirable food or cover vegetation.

## UNIQUE AREAS

### SCENIC AREAS

The Sandy River Scenic waterway contains the lands one quarter of a mile on each side of the Sandy River from Dabney State Park to beyond the Multnomah County line. The waterway was established in 1973 under the State Scenic Waterway Act (ORS 390.805-.925). Regulations on development in the corridor are not prohibitive, but stress agreement with State Parks District representatives on the screening of structures from view from the river. Before issuing a building permit, the County must have approval from the State.

The Columbia Gorge is one of Oregon's most significant scenic areas and Multnomah County is working with adjacent counties and the Columbia Gorge Commission, who are engaged in planning for the area.

No Federal Wild and Scenic Rivers exist or are under study for the County.

### ECOLOGICAL, SCIENTIFIC AREAS AND WILDERNESS

An ecological area is one where a specific environment exists which is of special value and should be preserved for public benefit. A scientific area is a significant ecological area which is not well represented throughout the region and should be preserved for scientific reasons and future study.

Information related to ecological and scientific areas is limited, however. The Nature Conservancy has completed a natural areas inventory of representative ecological and scientific areas. In addition, they will provide assistance in defining other areas.

Wilderness areas as defined by the Wilderness Act of 1965 are to be designated by the federal government. In Multnomah County, a wilderness study area has been proposed for the Columbia Gorge, and two closed reserves exist in the Bull Run area.

Factors to be considered:

1. No federal Natural Research Area exists in the County.
2. The Eagle Creek Wilderness Study Area will be reviewed by the County.
3. Potential ecological areas exist in the County, especially in wetland areas.
4. A wilderness study has been proposed for the Columbia Gorge.

## RESOURCE QUALITY: AIR, LAND, WATER, NOISE

### AIR, WATER, LAND RESOURCE QUALITY

Recent years have brought an awakening of environmental awareness. Clean air, land and water, once considered limitless, are now recognized as finite resources demanding protection. Governments at all levels have realized that to maintain and improve the quality of the total environment, the quality of its vital resources, air, water and land, must be considered, and the limits of deterioration, levels of maintenance or goals for improvement of air, water and land quality are established by Federal and State laws and by local ordinances in compliance with Congressional acts legislated in the public interest.

### Air, Water and Resource Quality in Multnomah County

The fact that land development may adversely affect the natural environment or, conversely, that the natural environment may pose problems for development is clear. This section examines the air and water quality in unincorporated Multnomah County, and discusses noise. These activities are being addressed by the State of Oregon, Department of Environmental Quality (DEQ), and the Columbia Region Association of Governments (CRAG) as the natural environment transcends political jurisdictional boundaries.

Where the governmental unit in which the effects of pollution are experienced does not also control pollution sources, redress of grievances may not be satisfactorily achieved. In fact, it may clearly be to one jurisdiction's advantage to "export" its pollution while reaping the benefits of its pollution-generating activities, usually measured in terms of additional jobs and tax revenue. To combat jurisdictional problems of mitigating pollution, the federal government is requiring regional cooperation. Once the problem has been identified and solutions proposed, regional bodies must be organized and empowered to act. The federal government is now either assuming this role or mandating regional cooperation.

### AIR QUALITY

In the Portland metropolitan area, the characteristic land use pattern of continuing urbanization affects the quality of the air. Suburban and urban extensions from the urban center to rural land have become escapes from various urban problems, such as air pollution, noise and water pollution. This escape or retreat has been allowed by the automobile and the freeway, which are the dominant transportation systems from the city center. Since Portland is centered in a basin which forms a natural airshed, the effects of air pollution from automobile traffic and industrial activities are focused upon the urban center. The Portland area has a high meteorological potential for air pollution and, on occasions, has exceeded air quality standards.

**Air Quality Maintenance Area  
within  
Multnomah County**

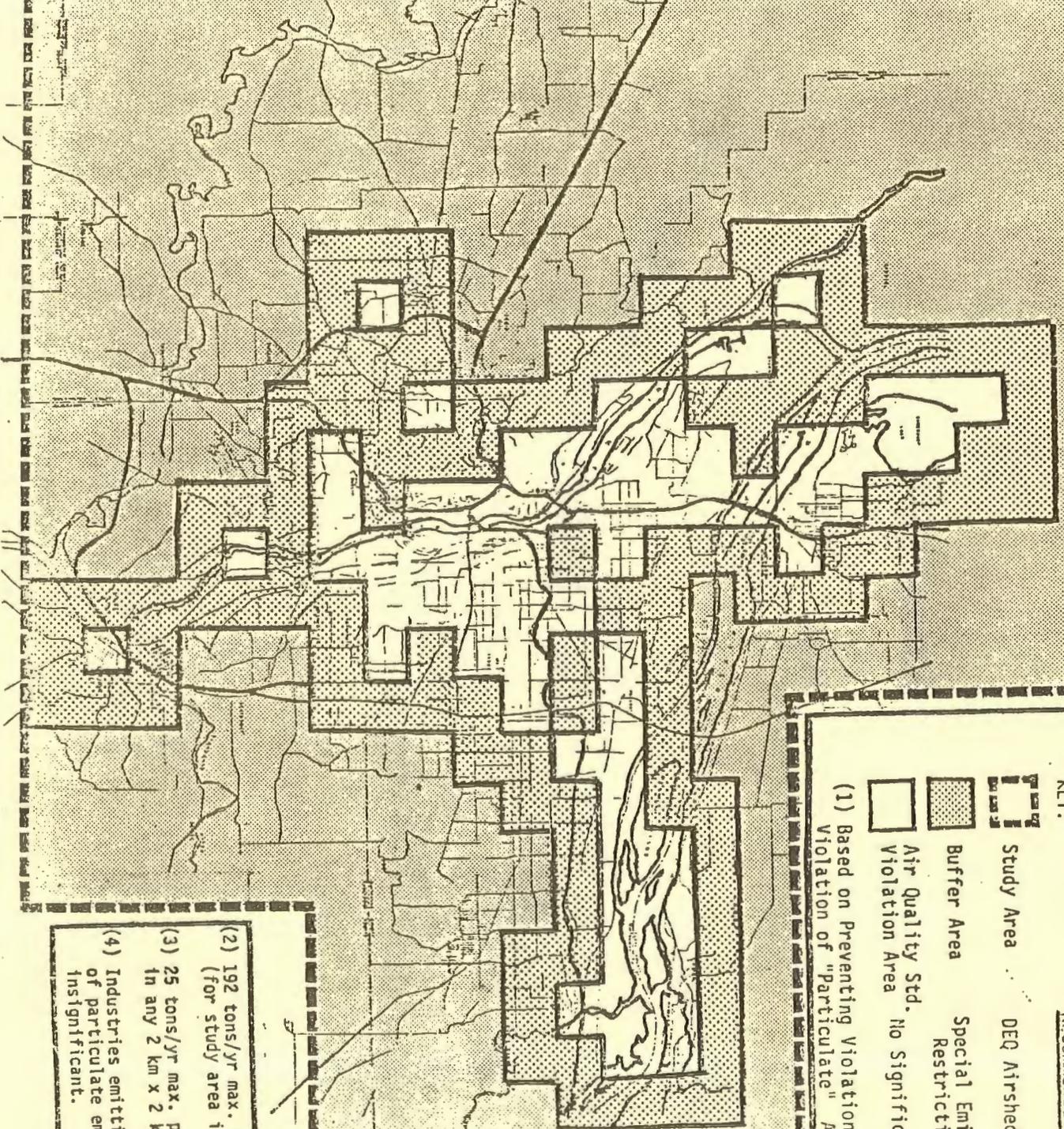


DEPARTMENT OF ENVIRONMENTAL QUALITY  
 Recommended Areas for Limited Industrial Growth  
 (Preliminary Determination 12/75)

KEY:

-  Study Area
-  Buffer Area
-  Air Quality Std. Violation Area
- DEQ Airshed Emission Ceiling
- Special Emission Density Restriction
- No Significant Increase

(1) Based on Preventing Violation or Contribution of "Particulate" Air Quality Standard



- (2) 192 tons/yr max. particulate emissions (for study area including buffer)
- (3) 25 tons/yr max. particulate emissions in any 2 km x 2 km grid.
- (4) Industries emitting approximately equal or less particulate emissions or less insignificant.

Air quality standards are a major constraint on where development may be located. Federal and State laws have been enacted to insure the public's health is not harmed. Federal standards for carbon monoxide and photochemical oxidants have been exceeded in some areas, and standards for particulates and sulfur dioxide also have been exceeded, although to a lesser extent. Local governments must operate within Federal and State guidelines and where the standards are exceeded, plans must be made which will correct the situation.

Air pollution is a complex problem involving many variables such as time, meteorology, climatology, topography, and land use. The interrelationships among these are not clearly understood, so future problems are difficult to predict. However, the automobile, industrial expansion and population growth, combined with the unique meteorological conditions, create air shed limitations on the location of certain types of industrial activities in Multnomah County as well as in other portions of the metropolitan area.

Carbon monoxide and photochemical oxidants are related almost exclusively to the automobile. Although it is a major problem at present, the Department of Environmental Quality (DEQ) believes that, because of auto emissions controls and indirect source rules, these levels will be reduced to below Federal standards within five to ten years.

Sulfur dioxide and particulate pollutants are largely a result of industrial emissions, according to DEQ. Although levels are in general borderline, it is felt that with predicted future population and industrial growth, pollution levels will continue to rise until Federal standards are clearly violated. This is considered to be the greatest long range air quality problem. Based on 1975 levels of particulate pollution produced from Longview and Camas, Washington as well as locally, DEQ has prepared a preliminary map designating recommended areas where no industries emitting more than one ton per year or 25 tons per year should be located (areas in which the air quality standards for particulate matter are presently being violated). Because of present and potential violations of the National Ambient Air Quality Standards, an Air Quality Maintenance area has been formed which includes those lands in Multnomah County south of Sauvie Island and west of the Sandy River. DEQ has asked CRAG to aid in the evaluation of air quality in this area and help develop and implement an Air Quality Maintenance Plan which will assure that federal standards are met and maintained. Jurisdictions within the CRAG region have the option of working directly with DEQ (as Portland is doing) or coordinating input through CRAG.

## WATER QUALITY

### Background

Water quality is critical to domestic water supplies, to recreational enjoyment of water-oriented activities, and to preservation of endangered species of wildlife and plants.

The Pacific Northwest is well known for its generally high water quality; however, urban development and industrialization can threaten the continued

quality of this valuable resource. Efforts have been made at all levels of government to eliminate or reduce pollution levels. Successes have been achieved, but many pollution sources remain.

Pollution continues because of the cost of abatement, and limited financial and technical resources. Federal and State standards have been set both for industrial and municipal effluent discharged into waterways and for the waterways themselves. These standards will have to be met by 1977, with more stringent restrictions to be met by 1983. (Federal regulations and permit processes may be substituted if State and local administration fails). Water quality is affected by five main land use factors:

1. Surface and ground water contamination from subsurface disposal systems (heated water from air conditioning units, untreated effluent from malfunctioning cesspools and septic tanks);
2. Concentrated animal waste;
3. General stream degradation from storm water runoff with the effects of increased siltation from soil erosion and pollution by petroleum and lead particles from roads and parking areas;
4. Toxic substances from industrial and household waste; and
5. Excessive nutrients from decaying organic matter. The amount of these sources of contamination has been increased by continued urbanization.

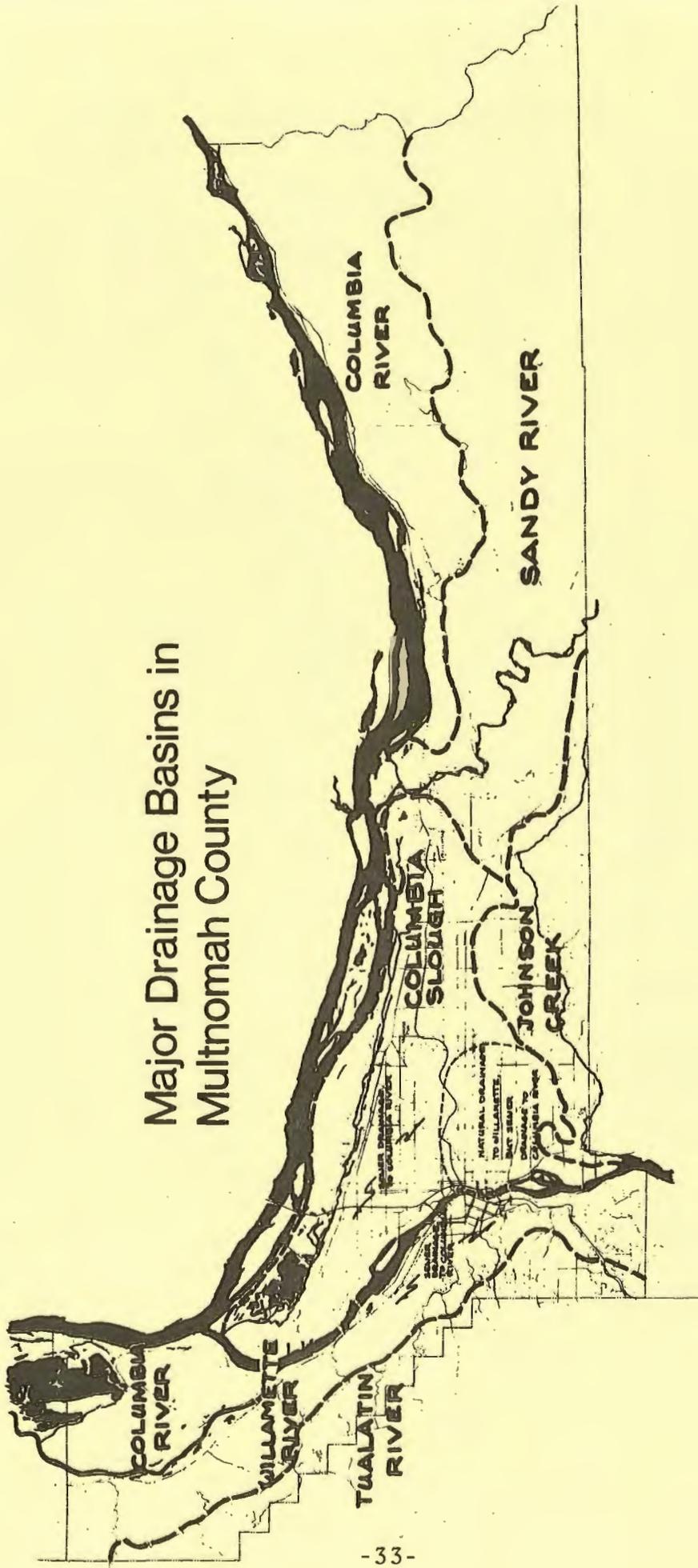
The extensiveness of paved areas and rooftops has resulted in increased water runoff to streams and less recharge to ground water sources causing, along with increased siltation, abnormally high flood levels as well as increased bank scour and erosion.

Water quality is multi-jurisdictional in scope. This is especially evident in Multnomah County where lands drain into six major waterways, all of which directly or indirectly flow into the Columbia River. Pollution levels in these water bodies range from insignificant to severe. Because all of these waterways pass through other jurisdictions, water quality management is being coordinated through CRAG.

CRAG is now conducting a regional water quality study mainly concerned with the Tualatin River (which drains the extreme western portion of Multnomah County), Clackamas River and the mainstream of the Willamette River. Other drainage basins, including the Columbia Slough, Johnson Creek, and the Sandy River, will be studied in less detail. The result of this study will be a general water quality management plan, which will serve as a basis for future water pollution abatement projects.

Parts of unincorporated areas of Multnomah County are adversely affected by water quality problems' Sauvie Island, Johnson Creek and the Columbia Slough. Johnson Creek receives urban storm water runoff, agricultural runoff, and subsurface sewage disposal effluent. The Columbia Slough also receives discharges of this nature, along with combined sewer overflows from the City of Portland into the south arm of the slough.

# Major Drainage Basins in Multnomah County



TYPES OF WASTE DISCHARGE BY RECEIVING STREAM

	Willamette River	Tualatin Basin	Columbia Slough	Sandy River	Johnson Creek
Municipal Wastes	X	X		X	
Sludge Disposal	X	X			
Sludge Deposits	X				
Industrial Wastes	X				
Urban Storm Runoff	X	X	X		X
Combined Sewer Overflow	X		X		
Vessels and Marinas	X				
Construction Practices	X	X			
Logs and Log Rafting	X				
Agricultural Runoff		X	X		X
Forest Land Runoff		X		X	
Septic Tanks/Cesspool		X	X	X	X

### Johnson Creek

The Metropolitan Service District is preparing a study of storm water runoff and flooding problems of Johnson Creek. Several alternatives, including water storage, channel modification, and diversion, will be investigated over a period of several years.

CRAG completed a study of regional sewerage and sewerage plans in 1969, and approved sewerage of those lands within Multnomah County drained by Johnson Creek and lying west of Gresham, to be served by the City of Portland. A sewer interceptor has been constructed in Johnson Creek and the Portland Southeast Relieving Interceptor line will soon be constructed. These two facilities will have adequate capacity to serve the area at full development.

### Columbia Slough

Three studies (Corps of Engineers, DEQ, Port of Portland) within the last ten years have been concerned with water pollution problems in the Columbia Slough. The first two dealt with the problem of sewerage, while the third dealt directly with the water contamination of the Columbia Slough and its probable causes. Conclusions and recommendations of all three studies stated that mid-Multnomah County should be sewerage as soon as is practical. Multnomah County, through its Master Plan of Sewerage, Suburban East Multnomah County, is presently implementing study recommendations by providing sewer interceptors within the mid-County area as funds become available. Dwellings and other structures can be connected with sewer service as they desire, or as subsurface disposal systems fail.

DEQ found that the Columbia Slough which flows parallel to the Columbia River and empties into the Willamette River receives nutrient-enriched water from the unsewered portion of East Multnomah County. Additionally, sewer outfalls for the overflow of combination sewers of Portland empty into the slough from about N.E. 13th Avenue westward. The City of Portland is conducting a study on several alternatives to this overflow problem.

### LAND QUALITY - NOISE

Noise has commonly been defined as unwanted sound. Past development practices have not taken into account the intrusion of noise as a significant force which can affect the personal environment. A land use, by the nature of its design and function, can be a source of noise and, conversely, design can reduce the impact of some noise levels. Therefore, noise control is significant in the planning process. As with air and water pollution, noise must be considered in planning for the public's health and welfare.

Research has shown that a variety of adverse effects on human health and welfare can be caused by noise. These include physiological effects on human hearing and nuisance effects on personal comfort and on specific activities such as oral communication and sleeping.

The impact of noise is related to the magnitude and pitch of the sounds, the frequency of occurrence at the various noise levels, and the compatibility of new sounds with existing noise levels. Most noise is a combination of many individual sounds and intensity.

Sound is measured in decibels (dB), and the average audible spectrum ranges from slightly more than 0 to 140 (dB). The loudness of noise depends on features at the source, the distance from the source, and characteristics of both the intervening land and atmosphere. Distance affects noise levels. A doubling in distance will reduce the amplitude by a factor of four, everything else being constant. Additional attenuation can be accomplished by the presence of vegetation "screens" and physical barriers. The degree of attenuation will depend on the density, size, type, and location of the screen or barrier with respect to the source and receiver.

While Multnomah County residents have complained about noise levels, no studies have been prepared which indicate if or where noise levels are above acceptable standards. Therefore, the discussion of noise levels in this portion of the plan is considered background material for any strategies which are proposed within the plan text.

Presently, DEQ sets standards for noise emissions in 5 categories: Industrial and commercial sources, highways, racing events, motor vehicles, and construction.

Rules have been adopted only for industrial and commercial noise and for motor vehicles. Motor vehicle regulations are at the manufacturing level and are dealt with on a complaint basis for those in use. Industrial and commercial noise is only controlled on a complaint basis now.

#### General Considerations:

1. People have migrated away from city centers to escape air, water, and noise pollution among other reasons.
2. Air, water and noise pollution from traffic and industry has tended to concentrate in the center city, but is now being experienced in suburban and rural areas.
3. Land use affects air, water and noise quality.
4. Air, water and noise pollution cross jurisdictional boundaries.

#### Air and Water Quality Considerations:

5. Federal and State laws specify deterioration limits, maintenance levels and goals for air and water quality.
6. CRAG and DEQ are addressing questions of air and water pollution.

7. The Federal Environmental Protection Agency asked CRAG to prepare an Air Quality Maintenance Plan. In addition, CRAG is required to annually determine the consistency of transportation planning with Air Quality Standards.
8. The Portland basin forms a natural airshed.
9. CRAG is coordinating a regional water quality study under Section 208 provision of Federal law.
10. DEQ is establishing river basin plans for the State of Oregon.
11. Six major waterways cross Multnomah County to reach the Columbia River.
12. Erosion, urban storm water runoff, agricultural runoff, subsurface sewage disposal effluent and municipal wastes affect surface and ground water quality.

Noise Considerations:

13. DEQ sets standards for noise emissions.
14. Noise affects human health and welfare.
15. The impact of noise is related to the magnitude and pitch of the sounds, the frequency of occurrence and the cumulative effect of all existing noise.
16. Residents of Multnomah County have complained about noise.
17. No studies have been prepared for areas in unincorporated Multnomah County which indicate if or where noise levels are above acceptable standards.
18. The City of Portland has adopted a noise control ordinance which could be expanded for enforcement in unincorporated areas.



# PEOPLE AND THE LAND

\* POPULATION

\* ECONOMIC ANALYSIS

\* EXISTING LAND USE



## POPULATION ANALYSIS

Population is one of the most important influences on land use. An understanding of changes in total population and other demographic characteristics (age, sex, education, etc.) is essential for assessing community needs.

### POPULATION GROWTH

Population estimates for 1975 are given in Table I, Oregon's population increased at an average rate of 2.2% a year from 1940 to 1975. The growth rate decreased to 1.9% between 1970 and 1975. The Portland-Vancouver SMSA has followed this trend with a somewhat slower pace between 1970 and 1975.

Table I  
POPULATION ESTIMATES, 1975

Area	1975 Population Estimate
State of Oregon	2,299,000
Portland-Vancouver SMSA	1,090,700
Multnomah County Total	547,900
Portland	379,825
Fairview	1,405
Gresham	21,335
Maywood Park	1,065
Troutdale	2,500
Wood Village	2,605
Unincorp. Mult. County	139,500

Primary Source of Data<sup>1</sup>: Center for Population Research and  
Census, Portland State University

1/ The tables reported in the Population and Economic sections were compiled by the staff unless otherwise noted.

Table II  
ANNUAL RATES OF POPULATION GROWTH  
1940-1975 AND 1970-1975

Area	Percent Average Annual Rate of Growth	
	1940-1975	1970-1975
State of Oregon	2.16	1.91
Portland-Vancouver SMSA	2.25	1.61
Multnomah County	1.25	-0.01
Portland	0.56	-0.25
Fairview	4.46	6.10
Gresham	7.65	16.29
Maywood Park	--	-3.98
Troutdale	7.32	8.52
Wood Village	--	11.19
Unincorp. Mult. County	3.12	-2.88

Primary Source of Data: 1940, 1950, 1960, and 1970 Census of Population, U.S. Bureau of the Census, U.S. Dept. of Commerce.

The incorporated areas of Multnomah County, excluding Portland and Maywood Park have been growing at a rate approximately triple to that of the State or the Portland-Vancouver SMSA. Unincorporated Multnomah County had a faster rate for 1940-1975 and a loss in population between 1970-1975, due to continuing municipal annexation.

Multnomah County and Portland shares of the metropolitan area population have been diminishing over time, reflecting the national pattern of suburbanization around urban centers. Table III shows that in 1940, Multnomah County contained 70.8% and Portland 60.9% of the four-county metropolitan population, and in 1975 50.2% and 34.8% respectively. Rapid urbanization in Clackamas, Washington and Clark Counties account for the shifts in shares of population occurring in the Portland-Vancouver SMSA.

Table III

## POPULATION DISTRIBUTION WITHIN SMSA and MULTNOMAH COUNTY 1940-1975

A R E A	CHANGES 1940-1975		CHANGES 1940-1950		CHANGES 1950-1960		CHANGES 1960-1970		CHANGES 1970-1975	
	Number	Percent								
State	1,209,300	111.0	431,600	39.6	247,400	16.3	322,800	18.3	207,467	9.9
SMSA	589,425	117.6	203,554	40.6	117,068	16.6	185,233	22.5	83,570	8.3
Multnomah County	192,801	54.3	116,438	32.8	51,264	10.9	33,866	6.5	-6,768	-1.2
Portland	67,431	24.4	68,234	22.3	-952	0.0	-291	2.0	-142	0.0
Fairview	1,100	360.7	133	43.6	140	32.0	467	80.8	360	34.4
Gresham	19,384	994.1	1,098	56.3	895	29.4	6,086	154.3	11,305	112.7
Maywood Park	---	---	---	---	---	---	---	---	-210	-18.4
Troutdale	2,289	1,084.8	303	143.6	8	1.6	1,139	218.2	839	50.5
Wood Village	---	---	---	---	---	---	711	86.5	1,072	69.9
Unincorporated Multnomah County	91,927	197.3	46,670	98.9	50,351	53.6	16,867	11.7	-21,961	-12.8

COMPONENTS OF POPULATION CHANGE

Population changes in Multnomah County and Portland can be primarily attributed to natural increase (births minus deaths) rather than migration (Table IV). Conversely, Oregon, the Portland-Vancouver SMSA, Clackamas and Washington Counties have at least 50% of their increase due to migration.

Table IV  
COMPONENTS OF POPULATION CHANGE 1950-1970

A R E A	1950 - 1960			1960 - 1970		
	NET INCREASE IN POPULATION	PERCENT OF GROWTH DUE TO NATURAL INCREASE	PERCENT OF GROWTH DUE TO MIGRATION	NET INCREASE IN POPULATION	PERCENT OF GROWTH DUE TO NATURAL INCREASE	PERCENT OF GROWTH DUE TO MIGRATION.
Oregon	247,346	93.6	6.4	322,698	50.8	49.2
SMSA	117,068	77.1	22.9	187,232	36.7	63.3
Clackamas County	26,322	46.0	54.0	53,050	22.1	77.9
Clark County	8,502	100.0	.0	34,645	29.5	70.5
Washington County	30,968	36.1	63.9	65,683	20.4	79.6
Multnomah County	51,276	100.0	.0	33,854	98.7	1.3

POPULATION PROJECTIONS

Recent population projections made by federal and local government agencies and public utilities (Table V) show marked inconsistencies for Multnomah, Washington, and Clackamas Counties. The Clackamas County projections for 1990 were the most consistent with a divergence of 9,800 new residents between the low and high figures (Table VI). Multnomah County projections of growth between 1975 and 1990 varied from a loss of 14,600 residents to an addition of 97,000 new residents.

Table V

## POPULATION PROJECTIONS FOR 1990 and 2000

SOURCE AND YEAR MADE	PROJECTION FOR YEAR							
	State of Oregon	1990 Counties of			State of Oregon	2000 Counties of		
		Washington	Clackamas	Multnomah		Washington	Clackamas	Multnomah
U. S. Census (1976)	2,835,968	264,700	300,800	584,100	3,020,208	284,700	323,000	613,500
C R A G (1976)	---	303,575	295,150	615,500	---	348,350	364,900	648,600
P G E (1972)	---	310,000	300,000	645,000	---	380,000	350,000	700,000
B P A (1976)	2,797,800	288,800	291,000	592,400	---	---	---	---
P N B (1976)	2,824,400	294,400	291,800	533,300	---	---	---	---

Table VI

## PROJECTED POPULATION GROWTH FOR MULTNOMAH COUNTY 1975-2000

SOURCE OF PROJECTION	1975 - 1990			1975 - 2000		
	NET INCREASE	CHANGE	RATE OF GROWTH	NET INCREASE	CHANGE	RATE OF GROWTH
	NUMBER	PERCENT	PERCENT	NUMBER	PERCENT	PERCENT
U.S. Census	36,200	6.1	.43	65,600	12.0	.45
C R A G	67,600	12.3	.77	100,700	18.4	.68
P G E	97,100	17.7	1.10	152,100	17.7	.98
B P A	44,500	8.1	.52	--	--	--
P N B	-14,600	-2.7	-.18	--	--	--

The U.S. Census shows a total increase in population of 36,200 for Multnomah County from 1975-1990, less than one-third of the 97,100 projected by Portland General Electric. A third source, Pacific Northwest Bell, forecasts a continuous decline in Multnomah County population through 1990.

The cities in the County, excluding Portland and Maywood Park, experienced high rates of growth from 1970 to 1975 (Table II), In this same time period, the unincorporated areas of the County had a negative growth rate of 2.88%.

Population projections are important in assessing, for example, future needs for housing, employment, public services and facilities, transportation facilities, and therefore the divergencies in projections are a problem. CRAG has adopted the CRAG projections for regional planning purposes. In line with this, Multnomah County will use the CRAG projections in their assessments of future needs.

Population Characteristics: Race, Age, Education

The age distribution of Multnomah County outside Portland displays the same pattern as the more suburban Counties of Clackamas and Washington.

Table VII shows that there are proportionately more children under the age of nine and adults ages 25 to 34 in the Counties than in Portland where more senior citizens are concentrated. The female to male ratio is proportionately higher in each successive age grouping.

Table VII  
DISTRIBUTION OF POPULATION BY AGE  
FOR THE PORTLAND-VANCOUVER SMSA, 1970

AGE	CLACKAMAS CO.		WASHINGTON CO.		CLARK CO.		VANCOUVER, WA.		PORTLAND, ORE.		GRESHAM, ORE.		MULTNOMAH CO. BALANCE	
	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT
Unders	13,410	8.1	14,254	9.0	8,002	9.3	3,626	8.5	26,779	7.0	820	8.3	15,067	8.6
5-9	17,125	10.3	16,475	10.4	9,807	11.4	3,667	8.6	28,571	7.5	1055	10.7	17,501	10.0
10-15	22,271	13.4	20,503	13.0	11,843	13.8	4,518	10.6	37,613	9.8	1055	10.7	22,215	12.7
16-24	15,907	9.5	22,968	14.4	7,994	13.2	6,910	16.2	63,336	16.2	1597	16.2	25,454	14.6
25-34	21,387	12.9	22,970	14.5	11,768	13.7	5,104	12.0	43,668	11.4	1381	14.0	23,409	13.4
35-44	19,956	12.0	18,796	11.9	9,835	11.4	4,094	9.6	35,363	9.2	1173	11.9	20,992	12.0
45-54	19,506	11.8	17,296	10.9	9,560	11.1	5,116	12.0	46,333	12.1	1140	11.5	21,528	12.3
55-59	8,135	4.9	6,955	4.4	4,056	4.7	2,315	5.4	23,454	6.1	384	3.9	8,337	4.8
60-64	6,698	4.0	5,473	3.5	3,145	3.6	2,006	4.7	20,820	5.4	343	3.5	6,205	3.6
65-74	8,918	5.4	7,503	4.7	3,993	4.6	2,937	6.9	32,179	8.4	492	5.0	8,171	4.7
75+old	5,928	3.6	4,727	3.0	2,521	2.9	2,200	5.2	24,503	6.4	435	4.4	5,729	3.3
TOTAL	65,588	99.7	187,920	99.7	85,955	99.7	42,493	99.7	382,619	99.8	9875	100.1	174,608	100.0

\* Unrevised 1970 Center for Population and Research, Portland State University

Black and Spanish speaking individuals make up approximately 1% of the County population. These two populations have higher rates of unemployment and lower than average family income compared to other Multnomah County residents. This pattern prevails in the other jurisdictions of the Portland-Vancouver SMSA.<sup>3</sup> The City of Portland has a higher proportion of minority residents than the other jurisdictions.

Table VIII

EDUCATIONAL ACHIEVEMENT BY SEX FOR RESIDENTIAL POPULATION,  
25 YEARS OF AGE AND OLDER 1960-1970

A R E A	1 9 6 0		1 9 7 0		1 9 7 0	
	MEDIAN YEARS OF SCHOOL COMPLETED		MEDIAN YEARS OF SCHOOL COMPLETED		PERCENT HIGH SCHOOL GRADS	
	Male	Female	Male	Female	Male	Female
State	--11.8-----		12.3	12.3	57.8	62.1
SMSA	11.6	12.3	12.4	12.4	61.5	54.1
Multnomah County	11.7	12.1	12.3	12.3	59.6	62.2
Portland	11.6	12.1	12.3	12.3	59.1	61.4
Multnomah County Bal.	11.7	12.1	12.3	12.3	---62.5-----	

In 1970, 55% of Oregon's population had at least a high school education, with a slightly higher percentage of females completing high school. This trend is observable in the Portland-Vancouver SMSA and Multnomah County. More than 50% of the population in Multnomah County has completed some education beyond high school. Median years of education completed for Multnomah County and Portland is 12.3 years for both men and women.

Table IX shows that in 1970 over 53% of the County residents ages 18 to 19 were enrolled in school. School enrollment decreases with age with only 6.6% of the residents ages 25 to 34 in Multnomah County, excluding Portland, enrolled in school. Multnomah County is slightly behind the more urbanized areas in the number of residents continuing education after the age of 17.

3. 1970 Census Tracts, Portland-Vancouver SMSA, Bureau of the Census, U.S. Department of Commerce.

Table IX

## SCHOOL ENROLLMENT AGES 16-34, 1970

A R E A	A G E S				
	16-17	18-19	20-21	22-24	25-34
	Percent	Percent	Percent	Percent	Percent
State	92.8	61.7	37.0	19.3	7.9
SMSA	93.6	58.9	31.3	17.4	7.7
Multnomah County	92.4	58.5	33.9	19.8	9.0
Portland	91.1	60.3	37.6	22.3	10.4
Multnomah County Balance	93.1	53.8	22.9	13.2	6.6

## ECONOMIC ANALYSIS

The economy of an area influences and is influenced by land use planning decisions. Location, cost and availability of commercial and industrial lands are determined in part by governmental decisions. Policies on land use, transportation, energy, and housing can encourage or constrain businesses. Employment opportunities and income levels also can be affected. Therefore, land use policies adopted by Multnomah County must be based on sound economic data.

The economy of the County must be viewed not as a discrete entity, but as an integral part of the total metropolitan area. Since the market place, income, employment, and investment opportunities ignore political boundaries, regional as well as local perspectives are needed for an economic analysis.

This section describes a few particular measures of economic activity. There are many other economic aspects to land use, such as land cost and public facilities costs, which are described in the appropriate sections of this inventory.

This section describes economic activities in unincorporated Multnomah County. When data is not available for the unincorporated area, data from successively more inclusive areas are substituted. "Balance Multnomah County" refers to the County minus the City of Portland. "Total Multnomah County" refers to all incorporated and unincorporated areas.

Information on such factors as employment, income, taxation, trends in numbers of establishments, size of payrolls, value added in manufacturing and retail sales, has been collected for the metropolitan region and the County. This information, which is available from the Department of Environmental Services, will be considered in Framework Plan policy development and will be used in preparing an overall economic development plan for the County.

Policies for the Framework Plan are intended to recognize the impacts of economic development and the factors which attract industry, and are based on consideration of the economic factors most pertinent to land use policy development: income, employment, and taxes. Data on these economic elements follow.

### INCOME

Income is a key economic factor and is analyzed in terms of dollar amounts and income source.

The 1970 median income for employed males living in Multnomah County was \$7,968, and for employed females it was \$3,853.

Table I  
FAMILY INCOME IN 1969

FAMILY INCOME	SMSA		MULTNOMAH COUNTY		PORTLAND		BALANCE MULTNOMAH COUNTY	
	Number of Families	Percent of Total	Number of Families	Percent of Total	Number of Families	Percent of Total	Number of Families	Percent of Total
less than \$1,000	4,316	1.6	2,503	1.7	1,801	1.9	702	1.5
\$1,000 to \$3,999	25,177	9.6	15,304	10.7	11,384	11.8	3,920	8.5
\$4,000 to \$7,999	53,543	20.5	30,882	21.6	22,305	23.1	8,577	18.6
\$8,000 to \$11,999	77,540	29.6	41,757	29.2	27,345	28.3	14,412	31.3
\$12,000 to \$14,999	43,041	16.4	22,488	15.7	14,168	14.6	8,320	18.0
\$15,000 to \$24,999	45,466	17.4	23,320	16.3	15,132	15.6	8,188	17.7
\$25,000 to \$49,999	9,864	3.8	5,097	3.6	3,560	3.7	1,537	3.3
\$50,000 or more	2,606	1.0	1,559	1.1	1,072	1.1	487	1.1
Total	261,553	100.0	142,910	100.0	96,767	100.0	46,143	100.0

The median 1970 family income in Multnomah County, excluding Portland, was \$10,774.<sup>1</sup> The Portland-Vancouver SMSA and Portland had proportionately more families earning less than \$8,000. (Table I).

The County had the highest per capita income in the State between 1965 and 1971, and the second highest between 1972 and 1974. This per capita income went up by \$3,901 in that period, the greatest increase for any county in the Portland-Vancouver SMSA. When the net increases in per capita income is adjusted for inflation, the gain in actual buying power from 1959 to 1974 is \$1,607 measured in 1967 dollars. However, this rapid growth is not expected to continue.

If population and total income grow at the same rate, the overall effect is more money spent but no greater disposable income per family or person. Thus, the demand for goods and services will differ depending upon whether income growth means more families demanding the same products or the same number of families being able to make additional purchases. The impacts of alternative expenditure patterns for public and private sectors of the economy are diverse.

Increased income per capita does not mean that there are less families below the poverty line. In 1970 Portland had 8.1% of its families below the poverty line and the remainder of the County had 6.3% (2,906 families). For the urban family of four, the poverty income was \$3,743 a year.<sup>2</sup>

Sources of personal income vary from one community to another. For Multnomah County residents, 71.2% of the 1974 personal income came from wages and proprietors' income (Table 1). An additional 13.4% came from transfer payments (i.e., private pension, welfare, unemployment, and Old Age and Survivors Benefits). Dividends, interest, and rent income made up the 15.4% balance.

1. 1970 Census of Population and Housing, Census Tracts, Table P-4.
2. Economic Indicators, 1972, Columbia Region Association of Governments, p. 62

Table II

SOURCES OF PERSONAL INCOME FOR STATE, TRI-COUNTY  
AND COUNTY RESIDENTS, 1970, 1972, 1974

AREAS	SOURCES OF INCOME BY PERCENT			TOTAL PERSONAL INCOME (Year dollars)	PER CAPITA INCOME (1967 Constant Dollars)
	WAGES AND PROPRIETOR INCOME	DIVIDENDS, INTEREST AND RENT	TRANSFER PAYMENTS		
<u>State</u>					
1970	74.5	14.6	10.9	7,813,925	3,719
1972	74.4	14.2	11.4	9,456,620	4,328
1974	73.3	13.8	12.9	11,973,649	5,284
<u>Tri-County</u>					
1970	76.1	14.2	9.7	3,785,679	4,279
1972	75.9	13.9	10.2	4,493,303	4,896
1974	74.7	14.0	11.3	5,634,129	6,061
<u>Mult. Co.</u>					
1970	74.1	14.6	11.2	2,443,303	4,369
1972	72.8	15.0	12.2	2,745,881	4,903
1974	71.2	15.4	13.4	3,404,921	6,323
<u>Clack. Co.</u>					
1970	80.2	12.3	7.5	685,458	4,108
1972	80.9	11.9	7.3	910,009	5,087
1974	80.1	11.4	8.5	1,149,096	5,718
<u>Wash. Co.</u>					
1970	78.9	14.7	6.3	656,918	4,141
1972	80.6	12.6	6.8	837,413	4,684
1974	80.1	12.2	7.7	1,085,112	5,688

From 1970 to 1974 wages and proprietors' income consistently contributed a greater share to total personal income in Washington and Clackamas Counties than in Multnomah County. Multnomah County's greater share from transfer payments is due in part to the greater proportion of senior citizens living in the County, and increasing welfare and unemployment payments.

#### Sources of Wage and Proprietor Income

Wage and proprietor income includes wages paid to employees and net income for proprietors of unincorporated area businesses. Net income earned by incorporated area businesses is in two categories: wages and dividends.

Manufacturing, wholesale and retail trade, selected services and state and local government were the primary contributors to wage and proprietor income in Oregon (Table II). Manufacturing, state and local government, and farming were relatively more important to the generation of wage and proprietor income in the State as a whole than in the Tri-County area or Multnomah County.

Federal, state, and local governments provided 15.1% of the wages and proprietor income earned in Multnomah County in 1972. The largest single sources were manufacturing (19.1%), and selected services (17.8%). The wholesale and retail sectors jointly supplied 22.6% of the wages and proprietors' income earned.

Table III

TOTAL LABOR AND PROPRIETOR INCOME  
BY INDUSTRY BY PLACE OF WORK, 1972

Source of Income by Industrial Groupings	Oregon		Tri-County		Multnomah County	
	Dollars (1000's)	Percent of Total	Dollars (1,000's)	Percent of Total	Dollars (1,000's)	Percent of Total
Farming	274,251	3.7	47,618	1.3	7,022	.2
Mining	17,165	.2	(D)		(d)	
Contract Constr.	490,360	6.6	256,165	6.9	180,851	6.3
Manufacturing	1,918,342	25.7	809,316	21.8	549,422	19.1
Wholesale & Retail Trade	1,415,291	19.0	819,576	22.0	652,733	22.6
Finance, Insurance and Real Estate	360,440	4.8	247,117	6.6	216,632	7.5
Transportation, Comm. & Public Utilities	602,840	8.0	357,978	9.7	327,381	11.4
Selected Services	1,072,749	14.3	629,356	16.9	513,143	17.8
Other Industries	36,460	4.0	(D)		(D)	
Federal Gov't. Civilian	308,329	.5	161,166	4.3	150,279	5.2
Military	54,855	.7	18,770	.5	12,457	.4
State & Local Gov't.	934,039	12.5	372,513	10.0	273,406	9.5
Totals	7,485,121	100%	3,719,575	100%	2,883,326	100%

Bank Deposits

Bank deposits are used as an indirect measure of the total dollars flowing into, through, and out of an area, and therefore indicate levels of economic activity. Deposits to demand (checking) and time (savings) accounts in the County and State are made by foreign, national, regional, and local individuals, organizations, and governments. Caution should be used in interpreting these figures as money can be counted more than once as it passes into, through, and out of the local economy.

Multnomah County is the center for commercial activity in the State. Bank deposits in 1975 of \$2,373,500,000.00 in Multnomah County accounted for 36.3% of all deposits in Oregon. Clackamas and Washington Counties accounted for an additional 10.5%.

Table IV

SHARES OF THE STATE OF OREGON BANK DEPOSITS  
1960-1975

AREA	PERCENT OF STATE OF OREGON BANK DEPOSITS			
	1960	1965	1970	1975
Multnomah County	46.4	44.8	41.3	36.3
Clackamas County	3.6	3.9	4.3	5.3
Washington County	3.0	3.4	4.6	5.2

Business activity has been increasing in the State as a whole, while Multnomah County's share of the State's total bank deposits decreased from 46.4% in 1960 to 36.3% in 1975. The dispersion of industrial and commercial activity and the development of other modes of commercial, industrial, and residential activity in Oregon account, in part, for this shift in shares.

Table V

## BANK DEPOSITS, 1975

<u>Area</u>	<u>Dollars in Millions</u>	<u>Percent of State Total</u>
State of Oregon	\$6,530.2	100.0%
Tri-County	3,051.0	46.7%
Multnomah County	2,373.5	36.3%
Clackamas County	349.2	5.3%
Washington County	328.3	5.1%

Primary Source of Data: Economic Indicators, 1976, Oregon State Department of Economic Development.

Increases in bank deposits for the State and Multnomah, Clackamas, and Washington Counties are shown in Table V. Deflation factors were used so that these increases would represent increases in actual business activity. Multnomah County's rate of growth in bank deposits has been declining from 1960 to 1975. The movement of people and industry to the suburbs and the development of suburban shopping centers contribute to the high rates of increase found in Washington and Clackamas Counties.

Table VI  
CHANGES IN BANK DEPOSITS  
1960-1975

AREA	NET INCREASES IN BANK DEPOSITS (Dollars in Millions)					
	1960-1965		1965-1970		1970-1975	
	Dollars Change	Percent Change	Dollars Change	Percent Change	Dollars Change	Percent Change
State of Oregon	923.5	42.9	936.9	29.7	1358.8	31.4
Multnomah County	380.4	38.1	299.8	21.2	361.1	20.2
Clackamas County	42.0	53.8	51.3	41.4	99.5	53.0
Washington County	38.9	60.7	74.3	69.6	79.7	40.0

### EMPLOYMENT

#### Type of Business; Geographic Area

In 1975 the Portland-Vancouver SMSA had the most diversified employment base of any SMSA on the West Coast,<sup>3</sup> with manufacturing employment dispersed among industries rather than concentrated in any one or two industries. Manufacturing is the most important single source of employment, and when combined with retail trade and selected services, provides approximately 70% of the existing employment opportunities. Manufacturing activity is closely linked to the processing of raw materials, and most involves processing of durable goods such as fabricated metals, machinery, and transportation.

3. Port of Portland, Diversification Index, 1975.

Table VII

## DIVERSIFICATION IN EMPLOYMENT BY INDUSTRY, 1972

SECTOR	STATE OF OREGON	PORTLAND-VANCOUVER SMSA	MULTNOMAH COUNTY
	PERCENT OF TOTAL	PERCENT OF TOTAL	PERCENT OF TOTAL
Agriculture	.5	.4	.4
Mining	.3	D	D
Contract Construction	5.4	6.0	5.5
Manufacturing	30.0	26.5	21.7
Transportation & other Public Utilities	7.2	8.0	9.6
Wholesale Trade	8.3	9.8	11.6
Retail Trade	21.9	19.4	18.7
F.I.R.E.	6.6	7.8	9.0
Selected Services	19.8	22.1	23.5
TOTAL	100.0	100.0	100.0

Table VIII

## DIVERSIFICATION IN MANUFACTURING EMPLOYMENT, 1972

TYPE OF INDUSTRY	STATE OF OREGON	PORTLAND- VANCOUVER SMSA	MULTNOMAH COUNTY	CITY OF PORTLAND
	PERCENT OF TOTAL	PERCENT OF TOTAL	PERCENT OF TOTAL	PERCENT OF TOTAL
Food & Kindred Products	12.0	11.5	16.1	17.4
Textile Mill Products	.5	2.2	2.7	D
Apparel & Other Textile Products	2.5	4.4	2.0	4.7
Lumber & Wood Products	40.4	11.4	8.5	7.6
Furniture & Fixtures	1.4	2.6	4.4	4.9
Paper & Allied Products	4.8	8.4	3.4	4.7
Printing & Publishing	5.1	4.9	7.8	8.7
Chemicals & Allied Products	1.1	1.9	2.7	D
Petroleum & Coal Products	.3	.5	0.0	0.0
SUB TOTAL	66.7	47.8	47.6	48.0
Rubber, Misc., Plastic products	.7	1.5	1.2	1.7
Stone, Clay, Glass Products	1.8	2.5	3.3	2.0
Primary Metal Products	5.9	7.3	8.5	8.2
Fabricated Metal Products	4.5	8.4	10.7	11.1
Machinery, Except Electrical	5.5	9.6	12.4	12.5
Electrical, Electronic Equipment	1.9	4.1	3.4	2.6
Transportation Equipment	6.9	7.5	10.5	11.3
Instruments & related products	4.9	9.3	0.0	0.0
Misc. Manuf. Industries	1.2	2.0	2.4	2.6
SUB TOTAL	33.3	52.2	52.4	52.0
T O T A L	100.0	100.0	100.0	100.0

The shares of employment in selected services and wholesale trade are greater in Multnomah County than in the metropolitan area (SMSA) or the State, reflecting the importance of Portland as the transportation and commercial center of the region.

Unincorporated Multnomah County's employment base is highly diversified according to the preliminary results of a 1976 study by the Columbia Region Association of Governments. Manufacturing, retail trade, selected services, wholesale trade and contract construction each contribute substantially to the employment available in the unincorporated area.

### Labor Force Characteristics

The participation rate is the number of individuals in the civilian labor force of the total eligible population.

The male participation rate tends to be very stable at a range of from 73.0% to 79.6%. The female participation rates vary from 33.2% to 40.2% in 1960 to 40.5% to 44.7% in 1970. More than 60% of the women who work are employed full time and have been employed for over five years. The average female born after 1940 can expect to spend a minimum of 20 years as a full time employee. Increasing female participation rates imply new demands for day care centers and similar services.

Table IX

### OCCUPATIONAL DISTRIBUTION BY SEX FOR BALANCE OF MULTNOMAH COUNTY RESIDENTS

OCCUPATION	TOTAL EMPLOYED	FEMALES OVER 16 EMPLOYED	PERCENT FEMALE IN OCCUPATION	PERCENT OF ALL FEMALE WORKERS	MALES OVER 16 EMPLOYED	PERCENT MALE IN OCCUPATION	PERCENT OF ALL MALE WORKERS
Professional, technical, & Kindred workers	9,662	3,982	41.2	15.3	5,680	58.8	13.1
Managers & Administrators except farm	6,853	983	14.3	3.9	5,870	85.6	13.5
Sales Workers	5,985	2,156	36.0	3.8	3,829	63.9	8.8
Clerical & Kindred Workers	13,489	10,167	75.4	8.3	3,322	24.6	7.6
Operations, including transport	24,133	3,056	12.7	11.8	21,077	87.2	48.5
Farm Workers	815	221	27.1	.9	594	72.8	1.4
Service workers, except private households	7,948	4,898	61.6	18.8	3,050	38.4	7.0
Private household Workers	547	527	96.3	2.0	20	3.6	.1
Totals	69,432	25,990	37.4	100.0	43,442	62.6	100.0

4. Women in the Labor Force, 1975, U.S. Department of Labor.

Female employment tends to concentrate in the lower wage jobs of retail, sales, clerical, and personal services, while male employment tends to concentrate in the higher wage jobs of transportation, construction, business, and professional services (Table IX).

Eighty-two percent of the residents of Multnomah County, excluding Portland, work in the County. Of these, 54% work in Portland and 28% outside Portland City limits (Table X). An additional 18% of the residents of the non-Portland area are employed in other parts of the SMSA. Multnomah County residents are therefore particularly vulnerable, at this time, to changes in employment within the City of Portland and the balance of Multnomah County.

Table X  
PLACES OF RESIDENCE FOR AREA EMPLOYEES, 1970

PLACE OF RESIDENCE	PLACE OF WORK							
	S M S A		MULTNOMAH COUNTY		CITY OF PORTLAND		MULTNOMAH COUNTY BAL.	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Clackamas County	56,117	15.7	28,872	10.7	22,472	11.1	4,184	10.2
Washington County	58,468	16.3	24,155	10.0	22,219	10.9	1,993	4.9
Clark County	42,719	11.9	10,843	4.5	9,238	4.5	1,650	4.1
Multnomah County	200,755	56.0	181,666	74.9	149,080	73.4	32,918	80.8
City of Portland	139,001	38.8	125,493	51.7	112,075	55.2	13,668	33.6
Multnomah County Balance	61,958	17.3	56,308	23.2	37,124	18.3	19,250	47.2
TOTAL Number of Employees	358,258	99.9	242,671	99.9	203,128	99.9	40,745	100.0

Non-Portland Multnomah County residents make up only 47% of the total work force in non-Portland Multnomah County, with the majority of other workers coming from Portland (Table X).

Table XI  
SOURCES OF EMPLOYMENT FOR AREA RESIDENTS, 1970

PLACE OF WORK	PLACE OF RESIDENCE							
	S M S A		Multnomah County		City of Portland		Multnomah County Balance	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
SMSA	358,258	91.1	200,755	90.1	138,802	91.0	61,953	91.2
Clackamas County	36,559	9.3	7,931	3.6	5,153	3.4	2,778	4.1
Washington County	43,044	10.9	7,842	3.5	5,808	3.8	2,034	3.0
Clark County	34,782	8.8	2,984	1.3	2,217	1.5	767	1.1
Multnomah County	242,671	61.7	181,666	82.1	125,358	81.8	56,308	82.9
City of Portland	203,128	51.6	149,280	67.4	111,596	73.1	37,124	54.6
Multnomah County Balance	40,745	10.4	32,918	14.9	13,668	8.9	19,250	28.3
Outside SMSA	9,151	2.3	4,424	2.0	2,951	1.9	1,473	2.2
Not reported	25,922	6.6	15,977	7.2	11,456	7.5	4,521	6.7
<b>TOTAL NUMBER WORKERS</b>	<b>393,331</b>		<b>221,156</b>		<b>153,209</b>		<b>67,947</b>	

The employment structures of the metropolitan area as a whole are inter-related. Thus, the placement of new industry and creation of new jobs within any jurisdiction of the metropolitan area will affect residents of all jurisdictions within the area. Competition by local political jurisdictions for industry could have a negative impact on even their own residents if such competition forces a company to move outside the region.

Unemployment

Unemployment rates, seen in Table XII show a steady rise from 1960 to 1970 and a sharp rise from 1970 to 1975. Male unemployment rates are higher than those of women. Part of this difference can be attributed to women tending to drop out of the labor force when unemployed, ie. many women when unemployed over an extended period stop seeking work. Multnomah County had an overall unemployment rate in 1975 of 9.2% with Portland at 9.5% and the remainder of the County at 8.6%. Rates of unemployment for men and women are highest in the occupational categories with the lowest skill requirements (Table XIII). This emphasizes the need for career training for unskilled, unemployed and under-employed residents.

Table XII

UNEMPLOYMENT RATES BY SEX 1960-1975

A R E A	PERCENT UNEMPLOYED							Number Unempl'd
	1960			1970			1975	1975
	Male	Female	Total	Male	Female	Total	Total	Total
Oregon	6.0	6.0	6.0	6.9	7.1	7.0	10.0	102,600
SMSA	5.4	4.9	5.2	6.2	6.0	6.1	8.8	44,900
Multnomah County	5.7	4.4	5.2	6.9	5.6	6.4	9.2	26,943
Portland	5.9	4.3	5.3	7.4	5.4	6.5	9.5	18,967
Multnomah County Balance	5.2	4.9	5.1	5.8	6.2	6.0	8.6	7,586

Table XIII

## PREVIOUS OCCUPATIONS OF UNEMPLOYED BY SEX 1970

Area	MALE UNEMPLOYED WORKERS								
	Professional, Technical, Kindred	Sales	Clerical and Kindred	Craftsmen Foremen and Kindred	Operatives Excluding Transport	Laborers except Farm	Farm Workers	Service Workers Including Pr. Hsehd.	Total Number Unempl'd
State	7.6	3.5	2.8	26.2	24.8	20.2	5.5	8.8	35,173
SMSA	7.7	4.5	4.1	26.7	25.8	16.2	3.5	11.2	15,516
Mult.Co.	7.6	5.0	5.0	25.0	24.3	15.3	3.1	13.7	9,595
Portland	8.1	5.2	5.9	24.2	23.3	15.4	2.9	15.0	6,995
Bal.M.C.	6.5	4.5	2.7	28.2	20.0	15.7	3.7	10.8	2,600
Area	FEMALE UNEMPLOYED WORKERS								
	Professional, Technical, Kindred	Sales	Clerical and Kindred	Operatives Excluding Transport	Other Blue Collar	Farm Workers	Service Workers Excluding Pr. Hsehd.	Private Household Workers	Total Number Unempl'd
State	7.6	8.5	27.2	24.4	4.9	3.0	21.8	2.7	20,014
SMSA	8.6	7.7	28.3	22.5	3.9	1.7	20.8	2.3	8,846
Mult.Co.	8.9	8.3	33.7	17.3	4.0	1.0	24.0	2.7	4,838
Portland	9.1	9.4	33.8	15.1	3.2	1.2	24.9	3.4	3,369
Bal.M.C.	8.5	5.9	33.6	23.3	5.9	.8	21.9	1.1	1,449

TAXES

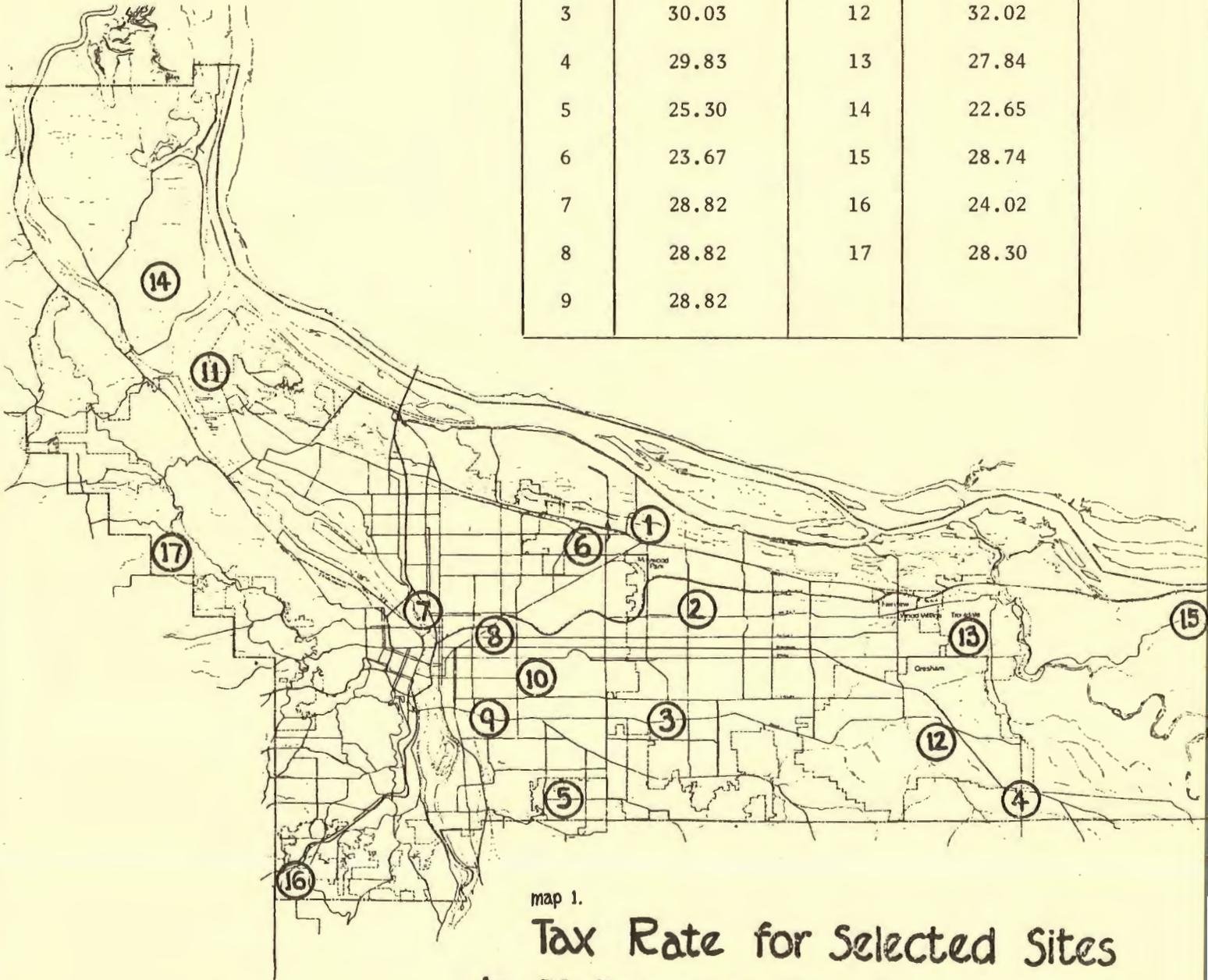
Taxes affect the economic health of individuals, businesses and government. In developing County policies and programs, information is necessary on the revenue available to government from taxes and other sources and the impact which these taxes have on the taxpayer.

Multnomah County government revenues have increased at a rate of 7-8% over the last several years. To maintain this rate of increase, expansion of the County's existing resource base is needed.<sup>5</sup> Research is currently underway to identify the County's revenues and expenditure patterns. Analysis of projected revenues and expenditures will be used to guide capital investment decisions, with the goal of maintaining present levels of services and increasing the ability to respond to future demands for facilities and services.

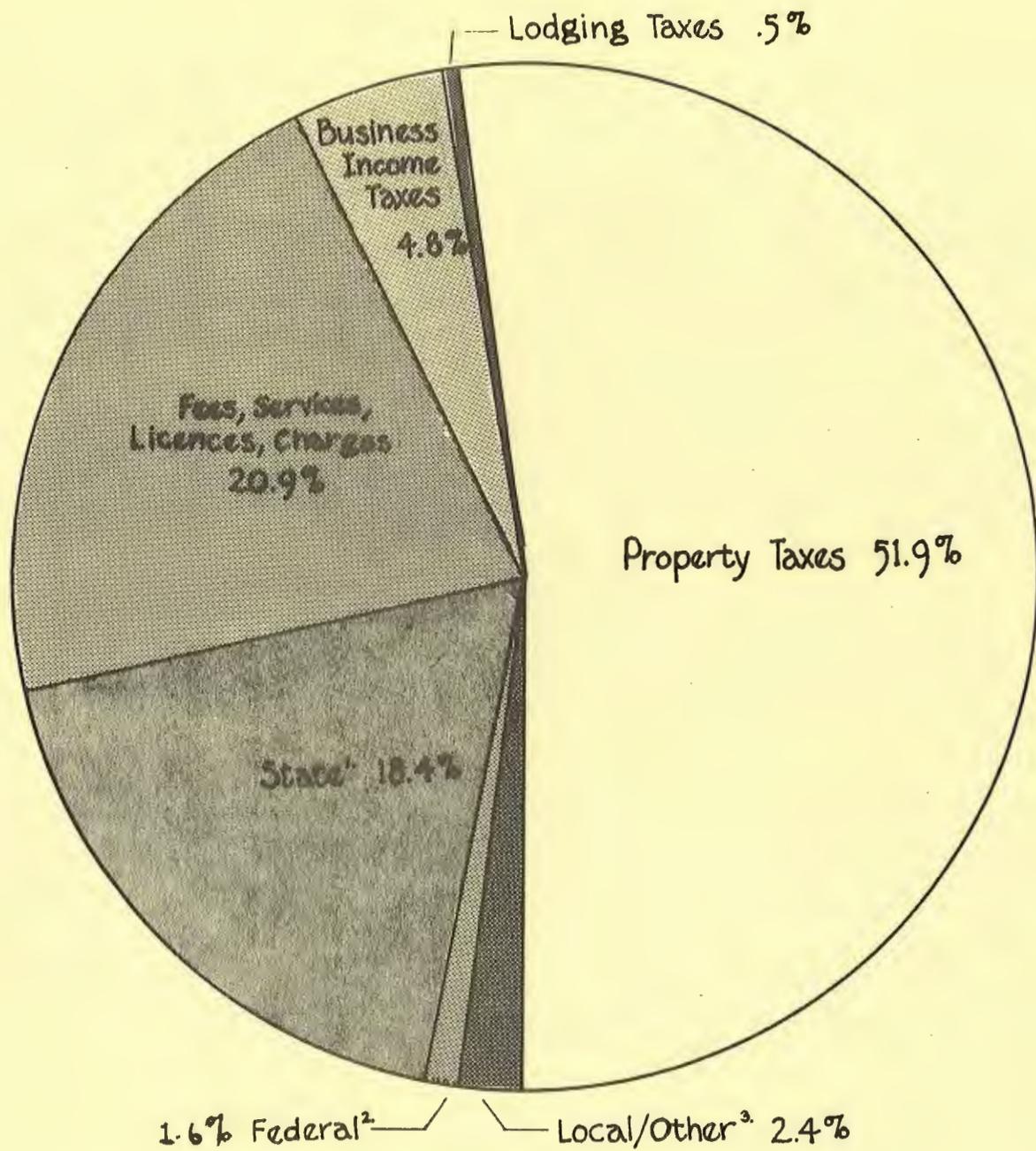
Property taxes, the main source of revenue for local governments, are not uniform through the entire County. Seventeen sites were selected to determine how property tax rates differ from rural to urban and within the urban areas of the County (Map 1).

5. Financial Planning Report 6, Office of County Management, April, 1976.

SITE	LEVY PER THOUSAND DOLLARS	SITE	LEVY PER THOUSAND DOLLARS
1	28.95	10	28.82
2	28.17	11	20.59
3	30.03	12	32.02
4	29.83	13	27.84
5	25.30	14	22.65
6	23.67	15	28.74
7	28.82	16	24.02
8	28.82	17	28.30
9	28.82		



map 1.  
**Tax Rate for Selected Sites  
in Multnomah County 1976-1977**



## Sources of Revenue for Multnomah County Government

1. County Share of Gas, Liquor and Cigarette Taxes, Vehicle Registration Income and Mental Health/Alcohol Revenues.
2. County Share of Oregon/California Land Grant Apportionment. Does not include grants.
3. City-County Health Contract Payments, City payments for DPA services.

Primary source of data: Multnomah County office of County Management, 1976.

The property tax rate per \$1,000 assessed value of property in total Multnomah County ranges from a low of \$20.59 at Site 11 in the Rivergate Area to a high of \$32.02 at Site 12 in Gresham. These property tax rate differences tend to be the result of differences in the capital and operations costs for public services and facilities such as water, sewer, fire, and schools. Considering only differences in school district tax rates, the range is from \$10.34 per \$1,000 assessed value in the Portland School District (Sites 7, 8, 9, 10) to \$18.52 in the Beaverton School District (Site 17). High residential population growth and low residential density patterns in the suburban areas of the County have resulted in high construction costs for public services and facilities.

The property tax provides 51.9% of the income for Multnomah County government excluding grants. In addition, the County receives a share of the vehicle registration income which is a major contributor to road fund revenues. Other sources of income include fees, services, licenses, and charges (20.9%); business income tax (4.3%); and lodging tax (0.5%).

The phasing out of the inventory tax, a part of the property tax, will result in shifts in the contributions made by the other components. However, property taxes will not decline. New revenues are being generated by the business income tax, instituted in 1975. Lodging tax revenues will decrease if losses due to annexation are not offset by new activity in unincorporated Multnomah County.

The property tax is a stable source of income. However, payment of the tax is sensitive to business cycle changes, with periods of high unemployment bringing increases in the number of property owners who are delinquent in their payments. Periods of high interest rates decrease the propensity of property owners to take advantage of the 3% discount for early payment of the tax levy.

Other sources of revenue vary in their expansion capabilities and their sensitivity to economic growth. Upswings in business activity will tend to increase income from the business income tax. Lodging tax income is expected to decrease as the more urbanized areas within the County are annexed by the cities.

#### Employment Patterns By Geographic Areas

For discussion of the employment pattern, unincorporated Multnomah County has been divided into a series of twelve statistical areas (Map 2), with each study area composed of one or more census tracts. CRAG's preliminary estimates of 1975 employment by census tract were used to analyze the dispersion of types of economic activity. Geographic apportionment techniques were used to determine the unincorporated area's employment shares. Census tracts do not coincide with political boundaries. Since apportionment techniques result in estimates rather than exact numbers, caution should be used when these figures are interpreted.

These figures need to be seen as tentative estimates rather than actual employment figures. Manufacturing employee figures include manufacturing office workers. Areas such as Sylvan which have local and regional office headquarters for manufacturing firms will appear, therefore, to have manufacturing activity that is in actuality office and white collar employment.

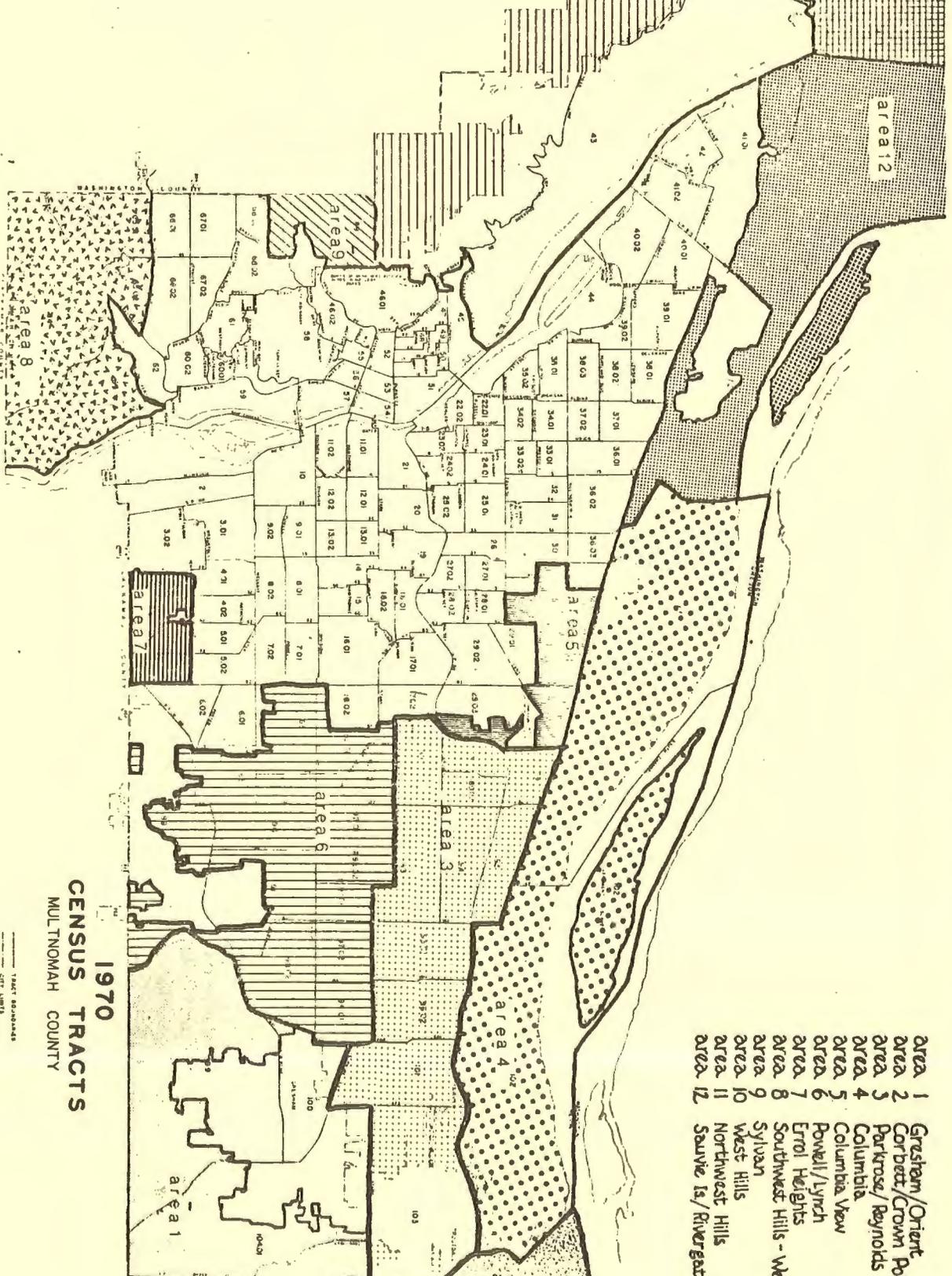
The distribution of employment by statistical study area adjusted to exclude cities, is listed in Table XIV. Table XV presents the distribution of employment among the various sectors within each of the statistical areas. Table XVI shows the dispersion of sector activity within the unincorporated area. Information is not yet available for Corbett-Crown Point (Area 2) and Northwest Hills-Sauvie Island (Area 11).

Table XIV  
DISTRIBUTION OF PRIVATE SECTOR EMPLOYMENT  
BY STATISTICAL STUDY AREA

<u>Area</u>	<u>Number</u>	<u>Percent of Total Employment</u>
1. Gresham-Orient	1,110	3.1%
2. Corbett-Crown Point	---	---
3. Parkrose-Reynolds	7,594	21.3%
4. Columbia	9,428	26.6%
5. Columbia View	1,743	4.9%
6. Powell-Lynch	7,371	20.7%
7. Errol Heights	1,459	4.1%
8. Southwest Hills	3,917	11.0%
9. Sylvan	973	2.7%
10. West Hills	73	0.2%
11. Northwest Hills- Sauvie Island	---	---
12. Rivergate	<u>1,935</u>	<u>5.4%</u>
TOTALS	35,603	100.0%

Primary Source of Data: CRAG, unpublished, 1976.

map 2.  
**Statistical Study Areas in Unincorporated Multnomah County**



- area 1 Gresham/Orient
- area 2 Corbett/Crown Pt
- area 3 Parkrose/Reynolds
- area 4 Columbia
- area 5 Columbia View
- area 6 Powell/Lynch
- area 7 Errol Heights
- area 8 Southwest Hills - West
- area 9 Sylvan
- area 10 Northwest Hills
- area 11 Sauvie Is./Rivergate
- area 12

1970  
**CENSUS TRACTS**  
 MULTNOMAH COUNTY

TRACT BOUNDARIES  
 CITY LIMITS  
 COUNTY LINE

Table XV

PERCENTAGE OF EMPLOYMENT IN STATISTICAL AREAS BY INDUSTRIAL SECTOR  
IN UNINCORPORATED MULTNOMAH COUNTY

Sector	Area I Cresham- Orient		Area III Parkrose- Reynolds		Area IV Columbia		Area V Columbia View		Area VI Powell-Lynch		Area VII Errol Heights		Area VIII Southwest Hills		Area IX Sylvan		Area X West Hills		Area XII Rivergate		TOTAL Number Empl'd
	Number Empl'd	Percent of Total	Number Empl'd	Percent of Total	Number Empl'd	Percent of Total	Number Empl'd	Percent of Total	Number Empl'd	Percent of Total	Number Empl'd	Percent of Total	Number Empl'd	Percent of Total	Number Empl'd	Percent of Total	Number Empl'd	Percent of Total	Number Empl'd	Percent of Total	
Manufacturing	47	4.2	506	6.7	4,624	49.0	455	25.0	1,418	19.2	992	68.0	65	1.7	621	65.8	12	16.5	911	47.1	9,632
Wholesale Trade	17	1.5	689	9.1	1,255	13.3	260	14.9	371	5.0	28	1.9	162	4.2	67	6.9	*	*	159	8.2	3,008
Retail Trade	158	16.9	2,615	34.4	574	6.1	267	15.3	1,843	25.0	146	10.0	444	11.3	53	5.4	23	31.5	267	13.8	6,420
Selected Services	691	60.3	2,329	30.7	700	8.3	532	30.5	2,052	27.8	172	11.8	1,753	44.8	141	14.6	2	2.7	294	15.2	8,746
Finance, Insurance and Real Estate	9	1.0	282	3.7	63	0.7	33	1.9	321	4.4	4	0.3	652	16.6	47	4.8	15	20.5	26	1.3	1,452
Agriculture	41	3.7	62	1.1	24	0.3	2	0.1	28	0.4	*	*	80	2.0	*	*	7	9.6	3	0.2	247
Mining	*	*	8	0.1	*	*	*	*	12	0.2	*	*	296	7.6	*	*	*	*	*	*	316
Construction	58	5.2	793	10.5	437	4.6	191	11.0	948	12.9	101	6.9	421	10.7	43	4.4	4	5.5	82	4.2	3,078
Transportation	14	1.6	108	1.0	1,120	11.9	20	1.1	236	3.2	6	0.4	27	0.7	1	0.1	10	13.7	187	9.7	1,733
Public Service	41	3.2	202	2.7	551	5.8	3	0.2	142	1.9	10	0.7	17	0.4	*	*	*	*	6	0.3	972
TOTAL	1,110	100.0	7,594	100.0	9,428	100.0	1,743	100.0	7,371	100.0	1,459	100.0	3,917	100.0	973	100.0	73	100.0	1,235	100.0	35,603

\* Figures too small to report.

Table XVI

PERCENTAGE OF EMPLOYMENT IN INDUSTRIAL SECTORS BY STATISTICAL AREAS  
IN UNINCORPORATED MULTNOMAH COUNTY

SECTOR	AREA I Gresham-Orient	AREA III Parkrose-Reynolds	AREA IV Columbia	AREA V Columbia View	AREA VI Powell-Lynch	AREA VII Ehrol Heights	AREA VIII Southwest Hills	AREA IX Sylvan	AREA X West Hills	AREA XII Rivergate-Sauvie Island	TOTAL
Manufacturing	.1	9.1	25.4	8.3	8.2	23.6	1.2	11.7	.2	12.2	100.0
Wholesale Trade	.2	24.0	38.9	9.4	12.8	1.1	5.9	2.4	*	5.3	100.0
Retail Trade	2.1	42.8	5.3	4.5	30.0	2.8	6.8	.9	.4	4.4	100.0
Selected Services	7.1	29.1	13.2	9.5	11.3	1.4	21.5	2.3	*	4.5	99.9
Finance, Insurance, and Real Estate	.2	38.4	6.6	4.1	35.1	.5	6.9	5.4	1.9	.9	100.0
Agriculture	2.6	30.5	5.3	1.1	13.2	*	42.1	*	3.7	1.6	100.1
Mining	*	*	*	*	*	*	*	*	*	*	*
Construction	.6	23.6	12.5	6.1	26.7	3.8	18.7	.9	*	2.0	99.9
Transportation	.6	6.9	64.1	1.5	5.6	.4	5.4	*	*	14.7	99.2

Gresham-Orient (Area 1). This area's employment is rather small constituting only 2.2% of the total listed employment in the study areas; and 91.6% of the employment in this area falls into two white collar categories, retail trade (22.9%) and selected services (68.7%). The remaining employment is distributed among the remaining sectors.

Parkrose-Reynolds (Area 3). This area contains the largest portion of total employment (26.7%) in unincorporated Multnomah County. The majority (62.1%) falls into the two categories: retail trade (38.7%) and selected services (23.4%). Smaller portions of employment are distributed in manufacturing (7.4%), wholesale trade (10.1%), and contract construction (13.4%).

TABLE XVII

PERCENTAGE OF EMPLOYMENT IN INDUSTRIAL SECTORS BY STATISTICAL AREAS  
IN UNINCORPORATED MULTNOMAH COUNTY

Sector	Area I Gresham- Orient	Area III Parkrose- Reynolds	Area IV Columbia	Area V Columbia View	Area VI Powell- Lynch	Area VII Errol Heights	Area VIII Southwest Hills	Area IX Sylvan	Area X West Hills	Area XII Rivergate	Total
Manufacturing	0.4	5.3	48.0	4.5	14.7	10.3	0.7	6.5	0.1	9.5	100.0
Wholesale Trade	0.5	22.9	41.7	8.6	12.3	1.0	5.4	2.2	*	5.4	100.0
Retail Trade	2.9	40.7	8.9	4.2	28.8	2.3	6.9	0.8	0.3	4.2	100.0
Selected Services	7.9	26.6	8.9	6.1	23.5	2.0	20.0	1.6	*	3.4	100.0
Finance, Insurance, and Real Estate	0.6	19.4	4.3	2.3	22.1	0.3	44.8	3.2	1.3	1.7	100.0
Agriculture	16.6	25.1	9.7	0.8	11.3	*	32.3	*	2.9	1.3	100.0
Mining	*	2.5	*	*	3.8	*	93.7	*	*	*	100.0
Construction	1.9	25.8	14.2	6.2	30.8	3.3	13.7	1.4	0.1	2.6	100.0
Transportation	1.0	6.2	64.6	1.2	13.6	0.3	1.6	0.1	0.6	10.8	100.0
Public Service	4.2	20.8	56.7	0.3	14.6	1.0	1.8	*	*	0.6	100.0

\* Number too small to report.

EMPLOYMENT PATTERNS IN UNINCORPORATED MULTNOMAH COUNTY  
BY GEOGRAPHIC AREA:

The unincorporated area of Multnomah County has been divided into 12 statistical subareas for the purpose of analyzing several economic factors. (Map 3). The data used were preliminary estimates only, so the figures given must also be viewed only as tentative estimates. Geographic apportionment was used to assign employment in split census tracts to incorporated or unincorporated areas. Therefore, portions of incorporated areas may be included inadvertently in the study area. Final figures are not yet available, and no data is available for Areas 2 and 11. All information given is for 1975.

Gresham-Orient (Area 1). Gresham-Orient is located south and to the east and west of the City of Gresham. This area's employment is rather small, constituting 3.1% of the total listed employment in unincorporated Multnomah County. Of the employment in this area, 79.2% falls into two white collar categories: retail trade (16.9%), and selected services (62.3%). The rest of the employment is distributed among the remaining economic sectors.

Parkrose-Reynolds (Area 3). Parkrose-Reynolds is located in the northern portion of East Multnomah County, between Portland and the City of Fairview. This area contains 21.3% of the total employment in unincorporated Multnomah County. The majority (65.1%) falls into two categories: retail trade (34.4%) and selected services (30.7%). Smaller amounts of employment are distributed in manufacturing (6.7%), wholesale trade (9.1%), and contract construction (10.4%).

Columbia (Area 4). Columbia is located along the Columbia River between Portland and the Sandy River. This area has the highest concentration of industrial activity and the largest portion of total employment in unincorporated Multnomah County. Of its employment, 49.0% is in manufacturing, 13.3% is in wholesale trade, and 11.9% is in transportation. Of the unincorporated areas examined, it has the highest concentrations of manufacturing, wholesale trade, public service and transportation employment. These figures include employment at the Portland International Airport, which has subsequently been annexed to the City of Portland.

Columbia View (Area 5). Columbia View is located between the Columbia Area and the City of Portland. This area contains both industrial and strip commercial lands in relatively small amounts. Employment amounts to 4.9% of the total for unincorporated Multnomah County. Manufacturing, with 25.0%, and selected services, with 30.5% are the major providers of jobs. Wholesale and retail trade account for about 15% each of the area's employment. Construction activities add another 11%.

Powell-Lynch (Area 6). Powell-Lynch is located south of Parkrose-Reynolds, between Portland and Gresham. This area contains a large proportion of unincorporated Multnomah County's retail trade, finance, insurance and real estate, and construction employment. It is the third ranking study area in unincorporated Multnomah County, with 20.7% of the total employment. Within the area, the employment is concentrated in retail trade (25.0%), selected services (27.8%), and construction (12.9%). Retail trade and selected services establishments are concentrated on several major commercial strips and centers.

Errol Heights (Area 7). Errol Heights is located on the southern edge of the County, and is surrounded on three sides by Portland. This area's employment is predominantly manufacturing (office and production), with 68.0% of its employment in this sector. Retail trade makes up another 10.0% and the rest of the employment is scattered among the remaining categories. However, for all its heavy concentration of manufacturing, the area is small and accounts for only 4.1% of the total unincorporated County employment.

Southwest Hills-West Slope (Area 8). The Southwest Hills are located southwest of Portland on the west side of the Willamette River. The predominant employment categories in this area are selected services (44.8%), and construction (10.7%). This area accounts for 11.0% of the total employment in unincorporated Multnomah County.

Sylvan (Area 9). Sylvan is located in the West Hills on the route between Portland and Beaverton. This area is small geographically, and accounts for only 2.7% of the total unincorporated Multnomah County employment. While 63.8% of the employment in this area is in the manufacturing sector, the majority of these workers are actually office and white collar workers employed by local and regional manufacturing headquarters. The only other large employment category is selected services, which accounts for 14.5% of the employment in this area.

West Hills (Area 10). The West Hills area is located directly west of Forest Park. This area is predominantly forest and residential land with very little economic activity (0.2% of total unincorporated Multnomah County's employment). There are an estimated 73 private sector jobs. Most of these are scattered among the retail, finance, insurance and real estate, and manufacturing sectors.

Rivergate (Area 12). Rivergate is the peninsula that extends between the Columbia and Willamette Rivers. Rivergate is being developed as an industrial park, yet so far it only accounts for 5.4% of the total employment for the unincorporated part of the County. The largest single sector of employment (47.1%) is manufacturing. Two other major categories are retail trade (13.8%) and selected services (15.2%).

## Geographic Location of Employment

Manufacturing employment (production and office) is concentrated in Columbia, Powell-Lynch, and Errol Heights, as well as along Sandy Boulevard, 102nd Avenue, and around the Portland International Airport. The opening of I-205 will have a significant impact on the location of new industry in East Multnomah County.

Wholesale trade employment is concentrated in the Parkrose-Reynolds and Columbia areas, while retail trade employment is concentrated in the Parkrose-Reynolds and Powell-Lynch areas. Approximately 70% of the selected services employment and 86% of the finance, insurance, and real estate employment occurs in the Parkrose-Reynolds, Southwest Hills, and Powell-Lynch areas.

The majority of mining employment is located within the Southwest Hills. Construction employment is concentrated in the Parkrose, Reynolds, and Powell-Lynch areas, and to a lesser extent in the Southwest Hills area.

Lack of information about agricultural employment precludes a reliable analysis of agricultural activity in unincorporated Multnomah County.

Transportation employment is concentrated in the Columbia area, a transshipment point for air and land transport, with proximity to port facilities. Further concentrations of manufacturing, wholesaling, and transportation in this general area can be expected with the opening of I-205.

✻ EXISTING LAND USE  
AGRICULTURE  
FORESTRY  
RURAL CENTERS  
RESIDENTIAL  
COMMERCIAL  
INDUSTRIAL  
COMMUNITY IDENTITY  
AND DESIGN



EXISTING LAND USES

AGRICULTURE

Agriculture is Oregon's second largest industry and is a basic part of the economy. Agricultural lands, however, are also the most easily developed for urban uses. The result has been a reduction in the number of areas being farmed (see Chart I) and an uncontrolled development pattern intermingled with farm activities.

Chart I

MULTNOMAH COUNTY AGRICULTURAL ACTIVITY  
1954-1974

	<u>1954</u>	<u>1957</u>	<u>1964</u>	<u>1969</u>	<u>1974</u>
Farms (number)	1,668.00	1,121.00*	918.00	623.00	613.00
Average Site (acres)	42.60	79.70	72.70	113.60	67.00
Land in Farms (acres) <sup>1</sup>	71,238.00	89,379.00	66,728.00	70,792.00	41,048.00
Cropland Harvested <sup>2</sup>	24,570.00	25,743.00	19,433.00	16,989.00	15,890.00
Value Per Acre (\$) <sup>2</sup>	746.40	758.55	896.44	891.81	1,863.00
Value Per Farm (\$)	n/a	40,100.00	64,161.00	64,161.00	124,765.00

\* Drop in farm numbers due partly to change in definitions--lost 159 farms.

1. Includes lands not actually in farm production, i.e. all areas owned by farmers as part of farm units.

2. Includes total value of farm units--buildings and land.

Chart II

ACREAGE IN FARMS - 1969

<u>Area</u>	<u>Total Farms</u>	<u>Acreage</u>
Oregon	29,063	18,017,850
Clackamas County	3,801	210,255
Washington County	1,976	172,055
Multnomah County	623	70,792

Source: U.S. Bureau of the Census, Census of Agriculture, 1969, Vol. 1, Area Reports.

The County contains approximately 270,000 acres of which 27.5% is considered productive farm land. At the time of the last U.S. Agricultural Census in 1970, 41,048 acres or 15% of the County's total land area was being farmed.

#### Farm Acreage, Numbers and Sizes

Chart II shows the relationship of Multnomah County's farm activity to the State and other counties in the metropolitan area. Chart I shows that farming acreages have remained relatively stable in Multnomah County. However, in the last census, the number of farms, acreage in farms, and average farm size decreased. This reflects the influence of urbanization on the surrounding farm areas, although three more large farms appear in the 1974 census than were in the 1969 data (2,000 plus acres in size).

Chart III shows that in 1974 about 75% of the farms were of less than 50 acres in size, which has been the case in this County prior to 1959. These farms generally grow specialty crops, are part-time, or are very low yield supplemental farms. Charts III and IV show that in 1969, the small farms (less than 50 acres) made up about 10% of the total acreage in farms, but made up 70% of the total number of farms. The other 30% of the farms above 50 acres in size, made up the other 90% of land area. The percentage of larger farms (over 174 acres) in the County has increased since 1954, except for a slight decrease in 1974 which may reflect the national trend to large farms with an urbanization impact in the most recent years.

Chart III

NUMBER AND PERCENT OF FARMS BY SIZE  
Multnomah County, 1959, 1964, and 1969

<u>Size</u>	<u>Number</u>				<u>Percent</u>			
	<u>1959</u>	<u>1964</u>	<u>1969</u>	<u>1974</u>	<u>1959</u>	<u>1964</u>	<u>1969</u>	<u>1974</u>
Less than 10 acres	400	308	176	212	36.23	33.55	28.25	34.58
10 to 49 acres	451	385	260	255	40.85	41.93	41.73	41.51
50 to 69 acres	61	50	43)		5.52	5.44	6.90)	
70 to 99 acres	41	50	47)		4.40	5.65	7.58)	
100 to 139 acres	48	39	23)	103	4.43	4.24	3.79)	16.80
140 to 179 acres	21	24	19)		1.90	2.61	3.04)	
180 to 219 acres	15	17	9)		1.35	1.83	1.44)	
220 to 259 acres	12	4	8)	29	1.08	0.43	1.28)	4.73
260 to 499 acres	32	32	26)		2.98	3.48	4.17)	
500 to 999 acres	6	2	8	7	0.54	0.21	1.28	1.14
1000 to 1999 acres	4	5	3	3	0.36	0.54	0.48	0.49
2000 acres or more	<u>5</u>	<u>2</u>	<u>1</u>	<u>4</u>	<u>0.45</u>	<u>0.10</u>	<u>0.16</u>	<u>0.65</u>
Total Farms	1104	918	623	613	100.00	100.00	100.00	100.00

Source: U.S. Bureau of the Census, Census of Agriculture.

PERCENTAGE AND NUMBER OF FARMS LARGER THAN 174 ACRES

<u>Year</u>	<u>Number</u>	<u>Percent</u>
1945	69	2.9
1950	77	3.6
1954	67	3.9
1959	74	6.4
1964	62	6.7
1969	55	8.8
1974	43	7.0

Chart IV

1969 FARMS AND ACREAGES, MULTNOMAH COUNTY

	Total Farms		Class I-5 Farms <sup>1</sup>		% of I-5 Acres of Total Acreage
	No. of Farms	Acreage	No. of Farms	Acreage	
1-9	176	700	78	287	41
10-49	260	6,004	130	3,278	54
50-69	43	2,446	27	1,544	63
70-99	47	3,888	32	2,678	69
100-139	23	2,677	14	1,643	61
140-179	19	2,916	19	2,916	100
180-219	9	1,822	6	1,183	65
220-259	8	1,967	6	1,471	75
260-499	26	9,203	24	8,632	94
500-999	8	5,093	5	(0) <sup>2</sup>	--
1000-1999	3	(0)	3	(0)	--
2000 up	1	(0)	--	--	--
Total	623	70,792	344	30,966	

1. Class I-5 farms are commercial farms and defined by the 1969 Census of Agriculture and have sales of over \$2,500/year.
2. Not disclosed due to suppression.

Chart V

MARKET VALUE OF PRODUCTS SOLD, 1969

<u>Area</u>	<u>Dollars</u>	<u>Avg./Farm in Dollars</u>
Oregon	531,209,146	18,277
Clackamas County	32,865,740	11,733
Washington County	23,435,487	11,860
Multnomah County	13,180,701	21,156

1. 1969 Census of Agriculture.

## Chart VI

## FARMS BY ECONOMIC CLASS

<u>Economic Class</u>	<u>Number</u>				<u>Percent</u>			
	<u>1959</u>	<u>1964</u>	<u>1969</u>	<u>1974</u>	<u>1959</u>	<u>1964</u>	<u>1969</u>	<u>1974</u>
COMMERCIAL FARMS								
Class I (sales of \$40,000 or more)	59	72	77	89	5.34	7.94	12.35	14.52
Class II (sales of \$20,000 to \$39,999)	85	72	69	33	7.69	7.84	11.07	5.32
Class III (sales of \$10,000 to \$19,999)	158	79	51	46	14.31	8.60	8.18	7.50
Class IV (sales of \$5,000 to \$9,999)	131	83	67	73	11.86	9.04	10.75	11.31
Class V (sales of \$2,500 to \$4,999)	97	101	80	76	8.78	11.00	12.84	12.40
Class IV (sales of \$50 to \$2,499)	30	71	38	n/a	2.71	7.73	6.09	n/a
OTHER FARMS								
Part-time	395	307	210	n/a	35.77	33.44	33.70	n/a
Part-retirement	160	130	30	n/a	14.49	14.16	4.81	n/a
Abnormal	<u>6</u>	<u>3</u>	<u>1</u>	<u>n/a</u>	<u>0.54</u>	<u>0.32</u>	<u>0.16</u>	<u>n/a</u>
TOTAL FARMS	1104	918	623	43	100.00	100.00	100.00	-----

Chart VII

FARM OPERATORS BY TENURE  
Multnomah County, 1959, 1964, 1969, and 1974

Tenure	1959	1964	1969	1974	Percent	
					1969	1974
Full owners	n/a	659	399	447	64%	73%
Part owners	198	181	143	125	23%	20%
Managers	10	--	--	--	--	--
Tenants	66	72	81	41	13%	7%
Total Operators	1104	918	623	613	100%	100%

Land Values and Taxes

Actual market farm land values in Multnomah County are difficult to estimate due to the proximity to urbanized areas. The market value of farm land on the urban fringe is not based on its use as farm land, but rather on current land sales. The speculative market for subdivision purposes had caused farm land to be sold at values far in excess of farm land values. Therefore, it is difficult to determine if a farm has been bought at a price reflecting its farm use.

Many bona fide farm operators are currently under the State's Greenbelt Deferral administered through the County Assessor's Office. This system assesses farm land at both its use and market values. The farm land is taxed on its use value and the taxes which would have been paid on the market value are deferred. In 1974 about 29,000 of the 70,000 acres in Multnomah County were a part of this program. (See Chart VIII).

CHART VIII  
GREENBELT STATISTICS

Year	No. of Accounts	Market Value	Farm Land <sup>1</sup> Value	Values Deferred	Acreage
1964	20	\$ 520,450	\$ 388,450	\$ 131,750	547.59
1965	24	486,800	371,950	114,850	553.67
1966	31	553,600	401,850	151,750	598.40
1967	203	6,849,950	3,598,640	3,251,310	10,253.17
1968	464	15,029,500	6,072,420	8,957,080	18,106.00
1969	690	23,155,780	7,636,300	15,519,480	22,767.00
1970	842	25,483,630	8,342,520	17,141,110	25,732.16
1971	904	28,441,180	9,121,660	19,319,520	26,758.30
1972	943	33,457,410*	10,524,660	22,932,750	28,513.53
1973**	1020	38,476,020**	12,076,020	26,400,000	28,789.58
1974	996	49,756,680	14,134,400	35,622,280	29,065.64

\* 1971 Market Value was updated by 10%. Actual update was 3% and 12% for 1972.

\*\* 1972 Updated Market Value was trended approximately 15% for 1973.

1/ Based on a formula rather than comparable farmland sales.

Farms on Greenbelt Deferral are able to reduce their taxes from 50-80%, but a record is kept of the taxes deferred (based on a difference between farm land values and "Market" value) and if the use of the land changes from agriculture, than back taxes for up to ten years must be paid. The farmer applies once and if approved is kept on deferral until the use changes (not ownership, as deferrals are transferable).

#### Agriculture - Urbanization Conflicts

Dense residential developments are generally incompatible with farm uses. Farmers are confronted with restraints placed upon their operations because suburbanites object to odors, noises and operation of farm machinery. There are also the problems of trespass and damage to crops.

With indiscriminate land conversion, metropolitan farmers become reluctant to make capital investments, even though new expenditures are essential to maintaining high levels of farm output. Additionally, spotted urban development may preclude a farmer from expanding a successful operation to reap the benefits of increased economies of scale because either the adjacent lands are too costly or have been subdivided for other more competitive use.

Part of the strength of an agricultural area lies in its cohesiveness as a unit. Once a farming area is partially urbanized, the ability of that area to resist further conversion is substantially reduced. The strength of an area lies not in the fact that an operator is farming the land currently, but that upon ownership exchange, the land will continue in agriculture.

#### Product Income and Types

An economic examination of agriculture in the County shows that specialty products make the average market value of products sold per farm higher than in surrounding counties (see Chart V). In 1974, commercial farms with sales over \$2,500 per year accounted for 52% of all the farms in the County. In 1969 a little less than half of the County's farms were part time, retirement, abnormal or low income farms (see Chart VI). Income trends seem to indicate an increasing proportion of high sales farms and part time farms. Chart VII shows that 64% of the farm operators are full owners while the balance are part owners or tenants. Data from 1974 indicates that the principal occupation of the operator was not farming for 352 (57%) of the 613 units in the County.

The basic mix of crops in the County shows that specialization into high value products predominates.

1975-76 AGRICULTURAL MIX  
By Percentages of Gross Cash Receipts

<u>Item</u>	<u>1975 Percent</u>	<u>1976 Percent</u>
Horticultural Specialties	50.3	44.0
Vegetables	23.4	34.9
Small Fruits	8.8	8.2
Grains and Hays	2.4	1.6
Field Crops	1.7	--
Seed Crops	0.3	0.5
Fruit Trees and Nuts	0.6	0.4
Livestock	11.7	10.3
Miscellaneous	0.7	--
<b>Total</b>	<b>99.9%</b>	<b>99.9%</b>

FORESTRY

Lumber and wood products manufacturing occurs in all but two of Oregon's 36 counties and accounts for virtually the entire economic base in many Oregon communities. While there has been a significant movement toward industrial diversification in the last ten years, especially in the metropolitan area, lumber and wood products continued to dominate the State's economy and the wood industry is still the State's number one industry. In Oregon about 88,728 workers have full time jobs in this industry that provides a payroll of almost \$875 million. Forest-based plants produce goods worth nearly \$2.7 billion annually. The State now supplies about one-fourth of the softwood lumber, over half the plywood, and more than one-fourth of the hardwood produced in the United States.

The lumber industry does exist in Multnomah County although its importance to the entire economy is not as great as for other areas of the State. About 7,000 jobs in the total County employment can be attributed to wood products manufacturing and about 9% of the total value added by manufacturing process coming from the forest industry.

About 90% of the County's total wood harvest is from the Mt. Hood National Forest, although the national forest only accounts for 47% of the acres of commercial forest land and only 59% of the total stock of timber. Past harvest figures indicate that private forest lands have received heavier logging in the past but that they could assume greater importance in the future.

Forest Benefits and Requirements

In addition to their economic value, forests in Multnomah County serve other valuable functions. As watersheds a forest cover aids in retention of moisture and a continual supply of water. Forests reduce erosion and subsequent pollution of waterways. Green areas help provide oxygen for dense urban centers. Forests provide wildlife habitat areas, cover for species needing open areas for food, and biological reserves.

One of the more valuable assets of the County's forests is the opportunity for recreation in close proximity to the metropolitan area. Opportunities exist for camping, hiking, hunting, picnicking, sightseeing, photography and other pursuits. With energy considerations becoming more important, the resources close to urban areas could become of much greater value for recreation. Forests also afford the green visual setting which attracts visitors and provides visual relief to the city.

Maintenance of forests is a concern since the ability of forestry activities to compete with other land uses is quite low. Forestry as an economic activity requires large amounts of land which yield fairly low values per acre compared to urban uses such as residences.

The growth of trees for economic benefit is similar to agriculture in the sense that trees are a long term crop. Parcel sizes or ownerships need to be fairly large, and areas need to be cohesive forestry units free of urban intrusions. Forestry land values are fairly low compared to agriculture, and generally holdings need to be at the minimum 20 acres. Due to the large holding patterns of commercial forests and their distance from urban areas, their stability is greater than for agricultural lands in the County. Smaller ownerships closer to urban areas and interspersed with agricultural areas are less resistant to conversion pressures.

Currently, the regulation of timber harvesting on private lands is a function of the State. The Oregon Forest Practices Act established a system whereby the Department of Forestry administers rules and regulations for forestry which are promulgated by regional forest practices committees through the State Board of Forestry.

#### Forestry Statewide and in Multnomah County

Within Oregon there are 25.7 million acres of commercial forest, 62 percent of which is managed by public agencies and 38 percent by private owners. About 61 percent of the State's annual harvest is used for lumber with most of the balance being used for plywood and pulp production. The efficiency of the wood industry has increased in recent years with products being made from the residues from lumber and plywood manufacturing.

Within Multnomah County, the majority of the timbered lands are in the Mt. Hood National Forest; however, some private forest lands do exist in the northwest part of the County and in the area between the Sandy River and the National Forest boundary.

#### Sandy River and East Multnomah County (south of the Columbia Gorge face)

Private forested lands adjacent to the National Forest are in large parcel sizes, with low agricultural capability and generally Forest Site Class III with some II. These forests are subject to some climatic problems. Around the Corbett agricultural areas parcel sizes are smaller (20-40 acres). The bench lands fingering into the Corbett area are low agricultural capability and generally Forest Site Class III. West of the Sandy River the forest lands follow the river canyon. One small area south of Gresham is Forest Site Class III, with predominately larger parcels (over 20 acres) and low agricultural capabilities (IV and VIII).

## Northwest Multnomah County

Almost all of this area is in Forest Site Class III. The slopes are agricultural capability Class V through VIII, while the ridge tops are Class III and IV. Toward the south of this large forested area many of the agricultural Class III and IV lands are used for farms. The parcellization pattern is mixed with larger sizes (over 40 acres) occurring to the north and in the interior between major roads. Parcels are smaller in the south, along major roads, and also along Highway 30 in the north.

Multnomah County has 0.7% of the State's total commercial growing stock of saw timber and 11% of that in the Tri-County area. The County has 0.4% (111,000 acres) of all the commercial timber land in the State (24,966,000) acres). The National Forest has 47% of the timber land in the County and 59% of the growing stock, which is a decrease of 11% since 1963, partially as a result of shifts of U.S.F.S. lands into unproductive categories. Forest industries and small owners account for 48% of the timber land and 37% of the growing stock. Growing stock on private land has increased 12% in ten years. Eventually, the supply will be determined by the level of management of both public and private lands and by how completely the region's wood producing capacity is realized.

Table 1

### WESTERN OREGON DISTRIBUTION OF TIMBER LANDS SUPPLY

<u>Ownership Factor</u>	<u>Commercial Forest Land Area</u>	<u>Sawtimber Inventory</u>
National Forests	33%	50%
Other Public	20%	20%
Forest Industry	25%	22%
Other Private	22%	8%

The productivity of small privately-owned tracts has not been realized (in Oregon small private ownerships account for 19% of the land, but only 6% of the harvest). These lands are generally of higher site quality than public forest lands, but generally the level of management is not high; however, the potential is high from the standpoint of soil fertility and accessibility.

### Taxation

A number of tax deferred programs exist for land in timber management. The Western Oregon Ad Valorem Tax allows timber land to be taxed on the basis of its ability to grow trees with a five year rollback if the use is changed. The small tract optional program allows land to be taxed according to site class for growing trees with a five year rollback. Reforestation is a special class allowed a very low tax rate (10¢/acre/year) for large acres which have not had trees, but are being reforested.

Table II

TIMBER HARVEST BY OWNERSHIP 1974  
Thousands of Board Feet

<u>Category</u>	<u>Multnomah County</u>	<u>State</u>	<u>Percent Multnomah County of State</u>
Private Industry	3,106	613,934	
Other	<u>2,640</u>	<u>233,848</u>	
Total Private	5,746	847,782	0.6%
National Forest	<u>48,810</u>	<u>1,178,107</u>	4.1%
TOTAL	54,656	2,171,555*	2.5%

\*Includes other land category totals.

Table III

FOREST ACREAGE, OWNERSHIP AND USE  
Multnomah County

	<u>Acres</u>		<u>Percent</u>	
	<u>1963</u>	<u>1973</u>	<u>1963</u>	<u>1973</u>
A. Total Land in County	271,000	271,000	100.00	100.00
1. Forest Land	132,000	127,000	48.70	46.80
a. Commercial	128,000	111,000	47.23	40.90
b. Unproductive	3,000	15,000	1.10	5.50
c. Productive Reserve	1,000	1,000	0.36	0.36
2. Non-Forest	<u>139,000</u>	<u>144,000</u>	<u>51.29</u>	<u>53.13</u>
TOTAL	271,000	271,000	100.00	100.00
B. Ownership of Commercial Forest Land				
1. National Forest	68,000	53,000	53.12	47.70
2. Other Public	4,000	4,000	3.12	3.60
3. Forest Ind. Farmer and Miscellaneous Private	<u>56,000</u>	<u>54,000</u>	<u>43.75</u>	<u>48.60</u>
TOTAL	128,000	111,000	100.00	100.00

Table IV

VOLUME OF ALL GROWING STOCK AND SAW TIMBER BY OWNERSHIP  
Multnomah County

	<u>Total Commercial Growing Stock</u> (Millions of cu. ft.)		<u>Total Commercial Saw Timber</u> (Millions of board ft.)*	
	<u>1963</u>	<u>1973</u>	<u>1963</u>	<u>1973</u>
National Forest	448 (70%)	369 (59)	2,872 (75%)	2,070 (63)
Other Public	31 (5%)	34 (3)	211 (5%)	133 (4)
Farmer and Misc. Private	162 (25%)	235 (37)	743 (20%)	1,069 (33)
Forest Ind.**	--	--	--	--
<b>TOTAL</b>	<b>641</b>	<b>628</b>	<b>3,826</b>	<b>3,272</b>

\* International 1/4 inch rule, not reported in Scribner Lot Rule.

\*\* Combined with Farmer and Misc. Private.

#### RURAL CENTERS

Rural centers provide limited commercial and industrial facilities for living environments. There are seven rural service centers in the County; each different in terms of pattern and function, although basic similarities exist among some of them. In the Northwest, the Burlington linear development is along both sides of U.S. Highway 30. In the Columbia River Gorge centers of Bridal Veil, Dodson, and Warrendale are linear developments bounded by a major State highway and topographic features such as steep hills and bluffs. Commercial facilities serve both local residents and passing-through motorists. Even though expansion potentials are limited at these locations by scarcity of suitable flat lands, these centers are nevertheless not yet developed to the degree that they could be.

The communities of Orient, Corbett, and Springdale are better described as nodal centers, located on major roads or junctions of major roads. They serve as service centers for residents of the area and tend to have more adjacent residential uses due to the presence of more developable lands.

Schools often formed the nucleus for rural centers, but the current functions of these centers are more related to providing services (gas stations, food stores, taverns, post offices, schools, fire stations). The notable exception to this generalization may be Bridal Veil, which has some industrial base in the form of a sawmill.

Rural service centers traditionally occupy a role that supports the natural resource utilization which occurs in the hinterlands surrounding them. They make available to farmers and loggers goods and services; i.e., feed and seed stores, farm implement sales, fertilizer and pesticide companies, chain saw sales and

service, processing operations (sawmills, canneries, etc.) and intermodel transportation access. The rural service centers in Multnomah County, however, perform very little of this particular function. The services they provide are directed primarily toward rural residents and rural travelers, rather than toward rural uses. Such local concentrations are not generally complementary to natural resource utilization.

Some residential uses surround service centers to serve those who work in the center. However, most of the development is probably attributable to the attraction of these centers to people who want rural living, but desire to have some urban-type amenities in close proximity.

The services available within and around these centers are often water districts, schools, and rural fire protection districts (or, in lieu of the latter, contracts with nearby cities). The provision of more locally oriented services such as local police, sewers, or utility districts requires greater numbers of people (i.e. higher densities) to support them. The dilemma being faced by some rural areas is how to improve the level of services without attracting more people and/or other user groups (e.g., industries) into the area.

The parcellization patterns within and surrounding service centers are generally linear and parallel to the highways, especially in the Northwest and Gorge areas where topography has a limiting effect upon expansion. Roads, topography, and owner decisions concerning sales of land seem to be the prime determinant of parcellization patterns in the other rural residential areas.

## RESIDENTIAL DEVELOPMENT; URBAN-SUBURBAN AREA

### Residential Land Use and Housing

Residential land use in Multnomah County is characterized by the predominance of single-family dwellings on individual parcels, although in recent years there has been an increasing number of apartments, townhouses, and mobile homes.

Existing low density residential development has resulted from builders' economic considerations, governmental regulation and community social values. Developers and builders, in meeting market demands for single family, large lot homes, have preferred to build on open tracts rather than individual passed over lots because of economies of scale, availability of financing and lower land costs. Local zoning codes and State requirements have encouraged low density, large lot development while discouraging zone changes for higher densities or clustered planned developments.

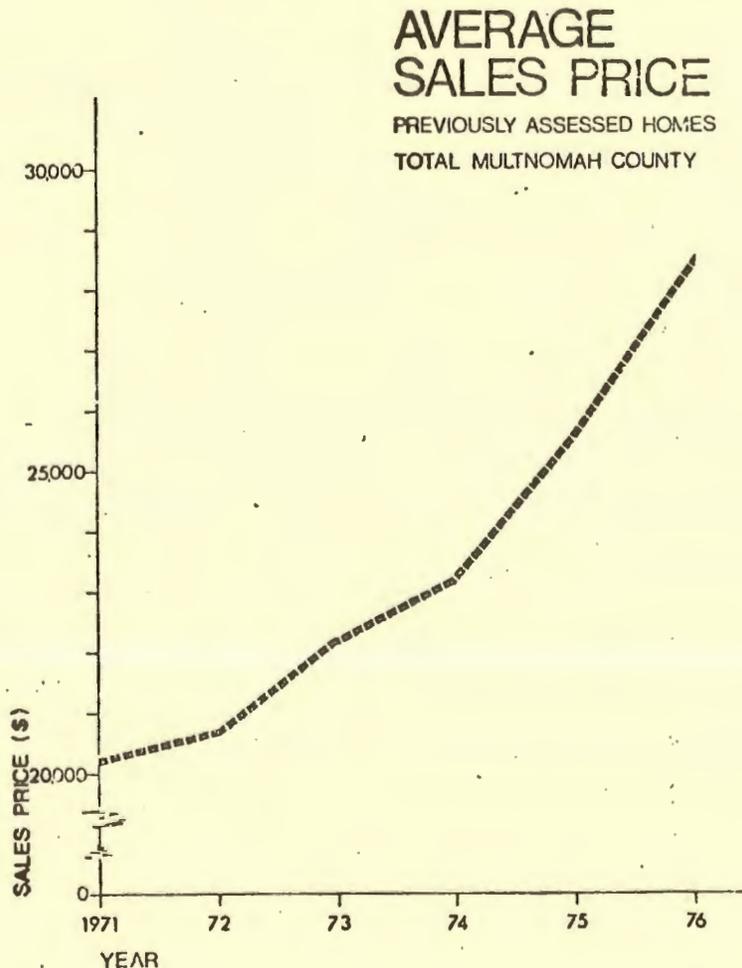
The "American Dream" of owning a home has meant one house with its own yard and garden, although recently this social value appears somewhat diminished with more people interested in recreational activities, vacation homes and "alternate life styles," and with smaller family units and increasing number of single people.

## Cost of Housing

General inflationary trends are apparent in factors influencing housing cost: the price of land, labor, materials, and financing. This, coupled with consumer demand for larger homes with more amenities, has driven the sales price of the average new home in Multnomah County to approximately \$40,000.

Household disposable income, while also increasing, has not increased in the same proportion as home prices. The State Housing Division estimated in March, 1974, that 7% of the Oregon households capable of purchasing median priced new homes one year earlier, were unable to do so because of increased costs. Using the "rule-of-thumb" that housing costs should not exceed 25% of the household income, less than 25% of the Multnomah County families now can afford a median priced new home.

Economic conditions and consumer demand have forced households out of the new housing market. This has increased the demand for existing housing, causing a drop in vacancy rates to below optimal levels, and a sharp rise in used housing prices. Between 1971 and 1975, sales prices of previously assessed homes in Multnomah County (including new homes assessed from the previous year) rose over 41% to about \$28,500.



A comparison of housing cost distribution to income distribution in unincorporated Multnomah County indicates that an estimated 4400 households are presently paying more than 25% of their income on housing. If present trends continue, this number is expected to increase.

Housing Trends

The residential housing stock includes single family homes, duplexes, and apartments. Recently, most new construction has been apartments as indicated by building permits issued by the County.

BUILDING PERMITS  
Unincorporated Area of Multnomah County

<u>Period</u>	<u>Single Family</u>	<u>Duplex</u>	<u>Apartment</u>	<u>Total</u>
1970	393	110	1,157	1,660
1971	621	163	1,824	2,608
1972	551	196	1,777	2,524
1973	396	152	720	1,268
1974	354	82	342	778

The 1974 decline in all categories resulted from the nationwide economic downturn.

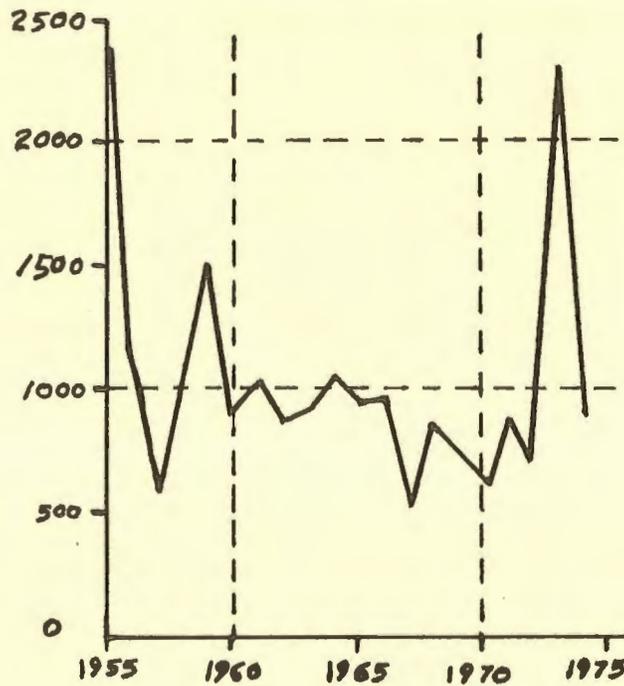
This housing construction represents a diminishing share for Multnomah County of the total metropolitan area new housing stock. Permits for construction in the County has decreased from over a third of those in the entire area in 1971 to less than a quarter in 1974.

BUILDING PERMITS  
Percentage of Entire Metropolitan Area

<u>Location</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>
Portland	19.1	14.9	11.3	8.3
Gresham	2.7	5.8	3.7	6.5
Other	<u>16.1</u>	<u>14.3</u>	<u>10.6</u>	<u>9.6</u>
Multnomah County	37.9	35.0	25.6	24.4

Subdivision of land is another indicator of housing trends. Division of land into subdivision plats precedes residential construction, and although not all subdivided plats are immediately developed, activity in this area is an indication of subsequent housing starts. The following chart shows subdividing for the last twenty years. The sharp decline after 1972 coincided with the economic recession.

SUBDIVISION ACTIVITY  
Lots Platted in Multnomah County



Housing Availability

Building activity between 1970 and 1975 has resulted in over 23,000 new units being added to Multnomah County's housing stock in a five year period. The following table details the construction by area for 1970 through 1974.

DWELLING UNITS BUILT

<u>Year</u>	<u>Portland</u>	<u>Gresham</u>	<u>Other</u>	<u>Multnomah County</u>
1970	2,408	526	1,703	4,637
1971	3,254	461	2,745	6,460
1972	2,820	1,104	2,707	6,631
1973	1,519	4,999	1,429	3,447
1974	771	602	895	<u>2,268</u>
Total				23,443

In spite of additional housing being constructed, the need for an increased number of housing units is demonstrated by the declining vacancy rates for both single family and multi-family dwellings.

## VACANCY RATES

### Selected Post Offices Single Family Houses

<u>Area</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>
Midway	2.6	1.4	1.2	1.2	1.9	0.9
Parkrose	0.9	1.0	1.1	1.2	0.8	0.7
Lents	1.4	1.4	1.4	1.5	0.7	0.6
Gresham	2.7	2.7	2.4	2.9	2.2	2.3
Troutdale	1.2	1.1	2.0	2.8	1.5	1.8
Multnomah County	1.6	1.5	1.8	1.5	1.3	1.0
Portland	1.6	1.5	1.8	1.4	1.3	1.0

## VACANCY RATES

### Selected Post Offices Multi-Family Dwellings

<u>Area</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>
Midway	4.3	4.6	7.2	11.1	6.4	3.6
Parkrose	10.0	7.2	4.9	8.3	6.3	3.1
Lents	6.6	9.4	8.6	8.9	6.4	4.7
Gresham	12.6	29.2	4.8	7.1	8.0	6.1
Troutdale	10.0	1.4	5.1	5.1	27.0	6.7
Multnomah County	5.5	6.5	6.1	5.2	4.6	3.6
Portland	5.3	5.9	6.2	5.1	4.4	3.5

The sharp drop in single family construction in 1973, 1974, and 1975 is contributing to the low vacancy rates. Many existing units have a new resident waiting for the present occupant to move.

Researchers note that young families are moving to Gresham, Fairview, and Wood Village to buy new single family residences. Increases in disposable income, and construction of new single family suburban housing will increase the opportunity for such movement between 1975 and 2000. However, increases in the prices of housing\* are outstripping rises in disposable personal income. Therefore, demands for multiple family housing for families with low and moderate incomes will be increasing rapidly between 1975 and 2000.

### Household Size

Also contributing to housing demand and low vacancy rates is the change in household size. In the past, grandparents lived with their children and young adults lived at home until marriage, and the number of children per family was larger. Now all three of these factors are changing. The number of persons per household is decreasing, and the number of one and two member households is increasing.

\*See section on Residential Land Use.

HOUSEHOLD SIZE  
Average Number of Persons Per Household

<u>Household</u>	<u>1970</u>	<u>1974</u>
Single-family Residence	2.96	2.77
Multi-family Residence	1.67	1.65
All Housing	2.54	2.40

HOUSEHOLD SIZE

<u>Number of Persons in Household</u>	<u>Percentage Increase 1960-1970</u>
One	39.6%
Two	29.7%
Three	24.8%
Four or more	18.2%
All Households	26.9%
Population Increase	22.8%

Housing Needs

Housing needs include not only total available supply, but also housing quality and housing availability to all segments of the population. An inventory of existing housing stock should include an examination of housing conditions to identify dilapidated housing, and structures without services or adequate access. This type of information will be part of a housing plan to be developed as part of the future planning activity.

Alternative housing choices can meet the needs of individuals who cannot, or prefer not, to purchase a single family home. Choice relates to both costs and types of housing. In addition to traditional single family units, housing is provided by houseboats, mobile homes, duplexes, apartments, and condominiums. Some of these can be less costly to the occupants in terms of initial investment and ongoing expense, and less costly to government in providing initial and ongoing services.

Housing Programs

Regardless of types of housing now available, a segment of the County population including the elderly, handicapped, and the poor, have a difficult time finding adequate housing.

Various programs exist to aid those who cannot afford adequate homes. Subsidy programs and housing benefits are available through federal housing and rehabilitation programs, the Farmers Home Administration, and State G.I. loans. However, long waiting lists exist for some programs, and County residents are not familiar with the opportunities. There is no coordination agency for local, state and federal programs.

The needs of the elderly, the handicapped, and minorities should be considered from both the land use and human services points of view.

The following is a list of some of the housing issues in Multnomah County:

1. Less than 25% of Multnomah County families can afford to buy a new house. Loans presently are around 9-10%, and requires a 10-20% downpayment. Almost all new housing costs over \$40,000.
2. Some of the increased costs of construction have been attributed to government regulations, standards, and delays.
3. There have been significant increases in the cost of maintaining a home and paying taxes. Fuel and utility costs are subject to inflation.
4. Requirements for size of residential lot based on septic tank drainage fields, mean that in many urban areas, the County has an unusually low density. In order to better utilize County services and to more efficiently and economically build housing which more people can afford, lot sizes need to be adjusted appropriate to the density proposals and economics of housing requirements.
5. Developers and builders prefer to build on open tracts of land, rather than to build on passed over lots. The problem for the County is that passed over lots are already serviced, whereas open tracts often require an extension of County services.
6. Portions of the County (such as Errol Heights) have a minimum of County services (unpaved streets, no curbs, or sidewalks, etc.) combined with depreciated housing, and low income families. Postal service is withheld, fire insurance rates go up, banks are reluctant to finance mortgages, and neighborhood pride deteriorates.
7. Low income families have a difficult time finding adequate housing. The Housing Authority of Portland has a lengthy waiting list of Multnomah County residents, and accommodates most of them within the City of Portland. Currently there is no coordination of housing programs, housing benefits, and housing subsidy programs available for Multnomah County residents.
8. Many County residents are not familiar with subsidy programs, and housing benefits (Farmers Home Administration, State G.I. Loans, Federal programs for housing and rehabilitation).
9. The 642 houseboats in Multnomah County account for 0.3% of the housing units, and there is a stated need to provide additional spaces to accommodate those who desire this type of housing.
10. Locational conditions which affect houseboats include water depth, traffic of deep-draft vessels, wind and wave patterns, and adjacent land for parking and accessory facilities.

11. Mobile homes have the potential of offering the consumer moderate cost housing. However, financing cost can increase monthly payments to approximately those of conventional used housing.
12. Mobile homes in Multnomah County have an average assessed value of \$5,434. However, new mobile home purchase prices for 1975 averaged more than \$15,000 not including land, improvements, garage, hookup fees, etc. Higher prices are expected for 1976.
13. Newly constructed mobile homes must meet HUD "Mobile Home Construction and Safety Standards."
14. Life expectancy of mobile homes located in Multnomah County is between 15 and 20 years. Those constructed to HUD standards are expected to last 20 to 30 years.
15. About 2706 mobile homes in unincorporated Multnomah County are located in mobile home courts. Another 212 are individually located on private land and are used for residential purposes.
16. The vacancy rate for spaces in mobile home courts in the County is less than 3%.
17. The FTC "Holder in Due Course" doctrine, in its present form, restricts the availability of money for financing mobile homes.

## COMMERCIAL LAND USE

### Introduction

Commercial activity is one of the most pervasive and dynamic aspects of land use. It is visible almost everywhere and depends upon visibility for success. It responds to and anticipates changes in population, income, taste and technology. It serves social as well as economic functions.

All of this means that impacts on the community must be considered along with convenience to the shopper and efficiency to the investor. The important planning issues for commercial activity are: location, scale, and design.

### Definitions

Central Place Theory. Economic geographers have developed a method for looking at commercial activity called "Central Place Theory." This theory is concerned with the population necessary to support a particular activity and the effects of location. Central Place Theory is useful for planning because it provides a practical way to consider both the efficiency, or profitability, to the investor, and effectiveness for the community of a particular commercial development.

Commercial activities may be classified by considering the frequency with which people purchase particular goods, and the distance they are willing to travel to obtain them. Frequently purchased items, such as food, are called "low order" goods. Generally, "low order" goods have a geographically small market area--people will not travel relatively long distances for them.

The higher the order of goods, the farther people are willing to travel for it and consequently the larger its market area. For each "order" of goods there is a threshold sale of that good. For example, a major department store usually requires a population of at least 150,000 people within a 20 to 30 minute travel time.

Any commercial activity may be classified as a "center", with a definite market area for the particular order of good sold there. This market area may be compared with the market areas of other centers of the same order to determine the appropriateness of the site.

Commercial Centers. A commercial center can be anything from a general store and gas station to a central business district or super-regional shopping center. Generally, a commercial center is a group of establishments that permits pedestrian shopping. It provides on site parking in definite relationship to the types and sizes of stores. The market area and "order" of a given center can be established through Central Place Theory. Commercial centers of all sizes may serve social as well as economic functions.

The County has developed categories for classifying commercial centers, shown on the following table.

COMMERCIAL CENTER CLASSIFICATION							
SPECIAL CATEGORY	LOT SIZE (acres)	MARKET AREA (population)	GLA FLOOR PLAN (in thousands)	ACCESS	PARKING & CIRCULATION AREA SQ. FT./car	SERVICE & DELIVERY AREA*	TYPE OF USE
BUSINESS	0.5 - Under	Variable	.1 - 7	Collector	400	Variable	Home Product Service Convenience
URBANEighborhood	0.5 - 5	3,500 to 37,500	7 - 75	Minor Arterial or Collector	375	Variable	Food, Drug
CITY	5 - 15	37,000 to 125,000	75-250	Minor Or Major Arterial	350	Average 7 Bays	Food, Office GM
Suburban	15 - 50	125,000 to 375,000	250-750	Minor Or Major Arterial	350	Average 10-15 Bays	DSTM
REGIONAL	50 - Above	375,000 to 500,000±	750-1000±	Freeway	350	Average 15 + Bays	DSTM

bay size 12 feet x 60 feet.  
 parking room 100'-0" radius 50'0"

Current Commercial Development Pattern

Sales, employment and building permit statistics all indicate that commercial activity in the County is adequate and economically healthy. Most of the development is suburban in character, with little impact on the regional market. The retail trade groups with the largest sales in the unincorporated County areas are building materials, food stores, gas stations, automotive dealers and general merchandise. The strongest service groups are recreation, auto repair, and personal services. The unincorporated areas of the County does not have the retail or service groups of a metropolitan center. For example, the unincorporated areas have very few business services.

Three regional shopping centers are in unincorporated Multnomah County: Gateway, Mall 205, and Hayden Island. The latter does most of its business with residents from North Portland and Vancouver. The County has several community size centers, some of which are free standing with non-commercial land uses around them. Several shopping centers are adjoined by other commercial firms to form arterial strips. Strip development is especially heavy on 102nd and 122nd Avenues, Stark and Division Streets.

Unincorporated Multnomah County has over 900 acres of improved commercial land in use and 381 acres of vacant land zoned for commercial use. Much of this vacant land is in strips along arterials.

Analysis of commercial strip development in the County reveals that strip commercial poses a major traffic hazard. Accident rates for adjacent sections of major arterials with and without strip commercial development were compared for a 3-year period. The lengths of the sections and the traffic volumes were comparable. The strip commercial sections averaged six times as many accidents as the non-strip sections. In all cases, the strip commercial sections had at least twice as many accidents.

COMPARISON OF TRAFFIC ACCIDENTS  
Strip Commercial/Residential

<u>Street</u>	<u>Type/Development</u>	<u>Avg. Daily Traffic Count</u>			<u>No. of Accidents</u>		
		<u>1973</u>	<u>1974</u>	<u>1975</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>
Stark at 172nd to 181st	Residential, scattered retail	22,000	18,000	26,000	10	4	8
Stark at 181st to 190th	Commercial	22,000	18,000	24,000	20	26	21
122nd & Russel to San Rafael	Residential	21,000	22,000	20,000	1	2	1
122nd & San Rafael to Halsey	Commercial	21,000	20,000	22,000	7	8	12

## Potential for Commercial Development in Multnomah County

Major expansion of commercial activity in unincorporated Multnomah County depends upon increased population and/or disposable income. Residential population increases of thousands or tens of thousands would support more lower order centers such as gas stations and food stores. Industrial population increases would support commercial development of a more urban character, such as business and professional services and wholesalers.

Given the development of Vancouver Mall and Clackamas Towne Center, regional developments in the County seem unlikely for the present, because there is an insufficient population base for support.

Commercial activity already provides an exceptionally high percentage of the employment opportunities in the County. Additional industrial employment should take precedence.

The inventory indicates vacant commercial land in the County is adequate in quantity for the next 15-25 years. However, much of the acreage is in arterial strips. Clustered centers for shopping utility should be encouraged in place of strip commercial to preserve the traffic carrying capacity of streets and reduce the auto accident potential.

### Issues

The major planning issues for commercial development are location, scale, and design.

Location: The location issue for commercial revolves around the conflict between the investor's need for an efficient site and the community's need for an effective location. A commercial site is efficient if it is profitable. It is effective if it is the best place in the community for that activity. The two can easily be in conflict, although they need not be. Commercial investors often attempt to anticipate residential development so as to take advantage of low land prices and to avoid close proximity to established competition.

Grouping commercial activities into centers can be both efficient and effective. National studies have shown that for the same type and size of store, sales performance is much better in a center than on a commercial strip. Commercial centers also increase convenience to the shopper, relieve automobile traffic and present less of a traffic hazard than strip development.

Scale: The scale issue involves the size and type of commercial activity relative to its location. For example, a gas station and a small accounting service may occupy similar amounts of land, but generate different amounts of traffic. The accounting service could locate on a residential street without adverse effect on the neighborhood. The gas station requires a busier street to prosper.

Another aspect of the scale issue is the range and mix of goods and services available to the community. The County currently has a very "suburban" mix of commercial activity aimed principally at the residential market. Increased industrial activity in the County would require supporting commercial activity.

Smaller starter or "incubator" businesses are a major source of innovation and diversity in the commercial sector. Such firms require low cost space.

Design: The design of a particular commercial center can offset both its efficiency and effectiveness. A well designed commercial center is not only attractive and convenient to the shopper, but also increases the exposure and accessibility of individual stores. These are major reasons for the higher sales efficiency of centers as compared to commercial strips.

The arrangement of buildings, parking and circulation will affect light, air, privacy of surrounding residences, convenience, noise levels and safety of the transportation system. The location of structures on the site will impact natural features, such as drainage patterns and major vegetation. The quality of the development will affect the economic value of surrounding buildings and properties.

Design is important for redevelopment as well as new construction. High land costs in developed areas and high construction costs can make redevelopment of existing commercial structures economically competitive with new construction. This is especially important for incubator business.

## INDUSTRIAL LAND USE

### Introduction

Economic growth in Multnomah County is dependent upon a sound and diverse industrial base. Industry also makes great demands upon community services such as sewer, water, and roads.

A balance between industrial development needs and environmental quality protection is important to the general safety and welfare of the community. Industry's presence can spark income growth, population redistribution, housing improvements and better community services. New industry can generate secondary jobs in the retail, wholesale, and service trades. Industry is also highly dependent upon community services and an educated labor force which is a product of the community school system.

The important planning issues for industry are also location, scale, and design.

1. An industrial developer requires a buildable site in an efficient and effective location at a competitive price.
2. Industry's functional requirements and community impacts relate to the scale of each industry type. Space must be provided for a variety of industrial users in various sizes and at competitive prices.
3. Industry is a major consumer of energy. Conservation measures through design can have a major affect on the County's overall energy consumption.
4. Also, the community must be protected from adverse impacts such as air, water and noise pollution to assure the quality of environment desired by the residents of Multnomah County.

## Definitions

Economic Development: Economists consider industrial activity (that is, manufacturing and wholesaling) to be the basic sector of a local economy. It is called basic because it produces the goods that the local area sells to the outside areas to bring wealth into the area. It provides not only direct employment, but also indirect economic activity through purchase of materials and services, housing, food and services for employees. The non-industrial sector of a local economy is called the "non-basic" or support sector.

The economic health of an area depends upon many relationships within and between its basic and support sectors. Diversity or variety of types of manufacturing firms within the basic sector is important for maintaining stability in the area despite the fluctuations in a particular industry. Diversity in the area also means that producers of finished goods have ready access to primary components and vice versa. These relationships back and forth between industries are called linkages.

There are also linkages between the basic and support sectors. These linkages are the most important for land use because they involve the relative location of industrial, commercial and residential uses. Linkages raise many planning issues such as matching the location, type, and price of housing with the requirements and financial limitations of the labor force.

For almost every type of industry there is a great variety of sizes and technologies among individual firms. A firm's land use requirements and impacts may depend upon size and technology as much as upon type of industry. The following matrix defines industrial categories in terms of requirements and impacts.

INDUSTRIAL CATEGORY	ACCESS: F=Freeway; A=Arterial R=Rail	DENSITY EMPLOYEE/ACRE	TRAFFIC GENERATION *	FLOOR AREA/ACRES	LOT SIZE/ACRES	OUTDOOR STORAGE	NOISE AND ODOR	SHIFTS	NIGHT ACTIVITY
Incubators		variable	light	.01 to .75 acres	.01 to 1	little	No	1	little
Light	A/F	20	light	.6 to 3.6 acres	1 to 6 acres	6% of site	no	1	no
Medium	A/F	10-20	medium	1.5 to 8 acres	7-10	5-15% of site	slight	2	some
Heavy	F/R	4-10	heavy	4 acres+	10-20+ per firm	16% of site	yes	3	yes
Research Campus	major arterial		medium	variable	variable	none	no	1	slight
Industrial Park	F		heavy	variable	15+ acres	can be screened	buffer pos- sible	1-3	variable
Truck Distri- bution	F/R		heavy	minimal	2 acres	yes	yes	1-3	variable
Warehouse Distri- bution	F/R	4-10	medium	2.5-10 acres	5-20	slight	slight	1-3	variable

8 \* See "Traffic Generation Vocabulary" chart.

T R A F F I C   G E N E R A T I O N

Land Use	Density (Employees/Acre)	Traffic Generation Rate (Vehicle Trips Per Day)			
		No./Acre		No./1000 Sq. Ft. Floor Area	
		Range	Typical	Range	Typical
automated industry employee density (finery, warehouse)	5	2- 8	4	0.2-1.0	0.6
service industry (single-lot industry number yard)	5-20	6- 30	16	0.4-1.2	0.8
industrial tract (metal processing machinery factory)	20-100	30-160	70	0.6-0.4	2.0
campus (research & development research industry)	100	150-200	170	3-8	4.0
central industrial plants (11 industrial plants)	varies	10-100		1-4	

## Current Development Pattern

Major manufacturing activity in unincorporated Multnomah County is concentrated in the Rivergate Industrial District, the Columbia South Shore, and the Wilkes Area. Exceptions to this location pattern are resource based activities such as lumber mills, gravel quarries, small light industry, and non-conforming uses. Newer industrial parks and large sites in the Columbia South Shore and other parts of the County are interspersed with large vacant tracts, low capital and low labor uses such as wrecking yards, and non-industrial uses.

The largest manufacturing groups in terms of employment for the unincorporated area are wood products, machinery, printing and fabricated metals, stone, clay and glass products, and food and kindred products.

Within the urban area, there are approximately 3,000 acres zoned for industrial development; however, 1,650 acres are located within Rivergate, which is expected to be annexed to the City of Portland. Of the total 3,000 acres, 752 have been developed, 1,200 acres are presently undevelopable, and 910 acres are considered vacant and developable. While there appears to be adequate land, a study needs to be prepared in order to determine whether this land is properly located in terms of the following considerations:

### Multnomah County's Industrial Development Potential

In general terms, an industrial developer requires a buildable site in an efficient and effective location for the particular industry at a competitive price.

A buildable site embraces the following features:

1. Flat: Slopes of less than 6%;
2. Stable foundation conditions: High bearing strength;
3. Drained: Outside the 100 year flood plain;
4. Services available: Water, sewer, energy, communications, drainage;
5. Local access: Good connections with adjacent road and rail system.

The efficiency and effectiveness of a location for a particular industry involves the following considerations:

1. Freeway access: For the Portland SMSA a ten minute radius from I-5 or its tributaries is the limit for most manufacturers;
2. Rail service: Many, though not all, industries require proximity to a trunk line;
3. Linkages and trend areas: Depending upon the industry, proximity to clients, suppliers or competitors may be important, e.g. Guilds Lake area for warehousing or Union Avenue for wholesale produce;

4. Natural resources: Wood products and mineral extraction are special examples of the linkage case. Gravel mining must occur where there is gravel. Water must be available; however, it may be limited by environmental regulations. In addition, airshed restrictions could limit the developability of an area;
5. Labor force: The site must be accessible to a trained available pool of workers;

The price an industrial developer pays for a site is related to the factors mentioned. The items listed below are examples of the way these factors interact to affect the competitive price of a site.

1. Site assemblage: This is the cost of piecing together or breaking off the proper size site. Given the same quantity of land in two different locations, there is an advantage to the one that can be purchased as a unit.
2. Zoning and development regulations: These can affect the risk and uncertainty of investment by increasing the time between commitment of funds and plant operation. Explicit standards and requirements are an aid to the developer.

#### Characteristics of the Multnomah County Sites

East Multnomah County has not had manufacturing development commensurate with its available, and buildable sites, resident labor force, proximity to the airport and other assets. The major constraint on the development has been the lack of good north/south freeway access. Completion of I-205 will change the relationship of assets and constraints for industrial development in the County.

The Columbia South Shore and Wilkes Industrial areas will become more efficient and effective locations upon completion of I-205. Full development in the Columbia South Shore and other County areas will require substantial investment in sanitary sewer systems, storm drainage, and road improvements. The Wilkes Area already has many of these improvements. Given such facilities, these areas could affect several hundred acres for new industrial development.

Rivergate, the other major industrial area in the unincorporated county, is being developed for heavy industry by its owner, the Port of Portland. This area, however, may be annexed to the City within the next year. The only other land in the County with deep river channel frontage that could be developed for industry is the west end of Hayden Island. However, development there would require a \$20 million bridge.

The Vance area, adjacent to SE 190th between Stark and Division Streets, has potential for industrial redevelopment. Several gravel mines operate in this area including one owned by the County. Three construction companies and an auto wrecking yard are also in this area. The area has rail and utility service and moderately good freeway access. As gravel is extracted, this area could be redeveloped for light industry. Such development should be coordinated with the City of Gresham industrial area immediately to the east. The County's Vance site is the location for the relocated Rocky Butte public works maintenance facility.

Some redevelopment for light and incubator industry could occur in the Prunedale area between SE Stark and NE Glisan and I-205 and 102nd Avenue. Another potential area for redevelopment is in Errol Heights near the intersection of SE 82nd and Johnson Creek Blvd. Industrial activity in these areas should be related to employment opportunities for nearby residents.

### DESIGN AND COMMUNITY IDENTITY

Design and aesthetics are important considerations in the built environment: buildings, transportation, utilities, and other components in each land use category.

Design can be used as a tool to conserve land and energy, prevent strip commercial, and assure desired privacy levels and the quality of life.

In the most extreme stages of decay, the urban environment has created feelings which have resulted in riots, destruction and rising crime rates. In lesser degrees, it has resulted in mental illness, depression, lack of initiative, and a general waste of human talents and creativity.

On a positive scale a good physical environment can result in a happy, more productive society. Studies have indicated that changes in the physical environment can increase the productivity of workers, the learning ability of students, and the general satisfaction of people in residential developments.

While design affects the feelings and reactions of people in a social sense, it also has economic impacts. A well designed harmonious community retains its economic stability, hence government is generally not required to invest in revitalization and redevelopment. The design of individual buildings has economic impacts on surrounding properties as well as the community as a whole.

#### Community Identity

Community identity and quality can be enhanced through analysis of each proposed land use and each addition to the physical system.

Multnomah County contains six municipalities, including Portland, and several residential areas which provide a sense of community identity, such as Interlachen, Dunthorpe, Argay Terrace, Parkrose, Sauvie Island, Hayden Island, Multnomah, and Errol Heights. However, most of East County with its sprawled development patterns, lacks community identity.

Research indicates that community design can provide:

1. Planning at a human scale which can better meet the needs and desires of people;
2. A mechanism for staged growth with a rationale for annexations, extension of services and programming of capital improvements;

3. Services and amenities at less cost by "infilling" vacant land in built up areas;
4. A method to attain more efficient land use by viewing a community wide area in order to provide essential needs;
5. Identifiable living areas which give a sense of place and encourage a sense of commitment in the community. In the face of widespread mobility, an area with a character of its own can create a sense of involvement for newcomers which tends to promote stability;
6. The opportunity to develop a public transportation system. Attractive and safe higher densities afforded by reinforcement and filling of existing buildup areas makes mass transit an increasingly viable transportation alternative.

### Design Review

The form of today's cities and surrounding urban areas is not accidental nor intentional. Rather, it is the product of decisions made for single, separate purposes whose inter-relationships and side effects have not been fully considered. Urban areas are not designed by making pictures of the way they should look twenty years from now. They are created by a decision-making process that occurs daily. If the shape and design of cities is to be influenced, critical design decisions must be examined at the time they are being made. The design review process is one tool to implement positive community design.

Design review is a process of reviewing the proposed site layout and arrangement of buildings as they relate to surrounding land uses. This process is administered by government for the purpose of assuring a compatible land use arrangement and aesthetic quality in terms of landscaping and other site development features.

Court decisions have supported design review based on the visual quality of aesthetics alone. Thus, traditional design review has emphasized this aspect; however, other factors are important. The review of site design must examine the function of each site element and space, and test its ability to function in terms of sound control, screening, provision of on-site drainage, topography, climate and other on-site factors.

The following is a list of some of the benefits of design review:

1. Land use planning generally does not consider the inter-relationships of individual buildings at the time the plan is prepared; therefore, design review offers a process where the effects of the third dimension can be analyzed.
2. It is an important tool to achieving a functional overall community design.
3. Design review for multiple family, commercial, industrial and quasi-public and public uses is important in the attaining and maintaining of community identity.

4. It can protect the community interest as well as that of surrounding property owners through an analysis of the specific proposal in terms of its relationship to:
  - a. community identity and character
  - b. surrounding land uses
  - c. topography and natural features
  - d. the transportation system

and examine the function of each site element and space, and test its ability to function in terms of:

- a. sound control
  - b. screening
  - c. provision of on-site drainage
  - d. climate
  - e. topography
  - f. controlling crime
  - g. other on-site factors
  - h. provisions for the handicapped.
5. As urbanization occurs, design review can protect the natural variety and the diversity of the landscape through the incorporation of existing topography and vegetation into the site layout and design.
  6. Design review can also function to identify major policy issues where changes in the law or in administrative practice will be necessary.
  7. Design review can serve to reduce reliance on zoning as a means of conditioning development proposals. This often serves to complicate and extend time required for zoning actions, which is costly and often confusing to the conduct of hearings.



# SUPPORT AND SERVICE SYSTEMS

✿ ENERGY

✿ TRANSPORTATION

✿ UTILITIES AND SERVICES

✿ PARKS AND RECREATION

✿ HISTORIC FEATURES



## SUPPORT AND SERVICE SYSTEMS

Support and service systems are essential to the development of land. Land uses require an appropriate energy supply and transportation system. Availability of utilities (electricity, gas, telephone) and governmental services (public water and sewer, police and fire protection) affect development, and existence of parks, open space, and historic features influence livability. Therefore, each of these factors must be considered.

### ENERGY

Energy availability and cost have a strong and direct influence on land use planning and development. In the recent past, low cost energy in almost unlimited quantities has made it possible to continue urban sprawl, an inefficient transportation systems, throw-away products, a proliferation of energy-consuming appliances, and inefficient home heating. Lifestyles have been based on the premise that price and availability would not change.

Recently, however, prices have increased and will continue to rise. By 1980, prices of natural gas, electricity and petroleum are expected to be 34% to 59% above those of 1975. Petroleum and natural gas supplies are predicted to be sufficient, but costs will keep consumption increases to below past trends. Electricity shortages, however, are expected in the last of the 1970's and into the 1980's, forcing the present trend of increasing per capita consumption to be reduced.

### Land Use Planning and Energy Consumption

Energy consumption is highly dependent upon land development and density. Higher densities of development can result in a major decrease in the amount and type of energy consumed and in some cases up to 44%. This would allow substantial savings of energy as well as the ability to divert energy to use in other products (chemicals, plastics, etc.).

Energy savings can be accomplished at three major points in the land development process:

1. Reduction of energy required to produce the necessary products;
2. Reduction of the materials needed for land development; and
3. Reduction of the energy necessary for operations, maintenance and habitation of a development.

Based on current technology and knowledge of energy supplies, the following are examples of ways energy could be conserved: Energy required to produce materials for development can be reduced by encouraging the use of more energy-efficient materials (i.e., steel instead of aluminum) in building codes, zoning regulations and development objectives. The source of energy is also important. Space heating, a major source of electrical consumption, is an example. By encouraging (depending on supply, cost, future availability, etc.) oil, gas, or heat pump systems instead of electrical resistance heating, the additional purchase costs could be offset by the energy savings in a short period of time. Additionally, the energy savings could be diverted to more necessary uses.

Planning and the proper use of higher density development can result in the reduction of materials necessary to develop a given community (see Section on Density). Proper planning and design can take advantage of unique climatological characteristics to use "free" energy, such as the sun for heating and light, and prevailing winds for cooling and ventilation. More energy efficient modes of transportation can also be used by allowing more people to locate within a useful distance of mass transit corridors, resulting in a system which could be from 2-1/2 to 8 times more energy efficient than a private auto.

With a conscientious application of basic energy conservation principles and present day technology, significant energy savings can be realized. The following is a list of factors which must be considered in developing an energy conservation policy:

1. The demand for energy has been steadily increasing. Nationally, it is doubling every fourteen years.
2. Oregon energy consumption patterns are: Household uses 19.2%, Commercial 8.1%, Transportation 38.7%, and Industrial 34.0%.
3. Almost half the energy consumed in Oregon is for automobile transportation (28.6%) and space heating of commercial and residential structures (6.0% and 13.7% respectively).
4. By 1980, energy costs will rise from 34% to 59% over 1975 levels.
5. Virtually all powered transportation uses fossil fuel as an energy source.
6. In Oregon, the automobile accounts for about 70% of the transportation energy.
7. Nationally, 60% of all automobile trips are 2-1/2 miles or less in length.
8. About 82% of Oregon's energy demands are satisfied by non-renewable sources.
9. The United States is predicted to become increasingly dependent upon electricity. In 1970, about 25% of total energy consumption was in the form of electricity. By the year 2000, this is expected to increase to about 50%.

10. Shortages in electricity are forecast for the late 1970's and early 1980's. No shortages of petroleum products, natural gas, or coal are expected through 1980. Future price rises are expected to slow the increasing rate of consumption to below past trends.
11. Oregon's only tapped renewable resource, hydroelectric power, is virtually completely developed, and accounts for about 18% of Oregon's energy supply. The potential and feasibility of solar, geothermal, and wind resources for power generation are unknown. Research is underway in these areas, but is in preliminary stages. To date, solar power has had limited development.
12. By the year 2000, nuclear energy is expected to account for about 25% of all U.S. energy needs, or half of the electrical generation needs. In 1975, nuclear power produced 9% of the total energy.
13. An increase in the use of nuclear power will cause a corresponding increase in high-level radioactive waste. By the year 2000, the anticipated accumulated volume of these wastes is expected to be about 13,000 cubic meters.
14. Crude oil production will reach its maximum level on or before the year 2000. U.S. oil will be gone by then. U.S. natural gas production will reach its maximum level in ten or fifteen years. If coal is used as the main energy source in the 21st century, estimated supplies will last one hundred to two hundred years. If its use is the same as now, 80% of the ultimately recoverable U.S. coal supply will last about 400 years.
15. Nationally, water is the most energy-efficient means of bulk cargo transportation, at 274 ton-miles per gallon of fuel, compared to rail at 183 ton-miles per gallon, pipeline at 74, truck at 57, and air at 22. Locally, bulk transport rates by barge are about 1/4¢ per ton-mile.
16. Using today's technology, it is feasible to produce energy from renewable resources (i.e., methane gas from garbage) which can augment or replace significant amounts of energy generated from non-renewable sources.
17. Solar power can provide a significant amount of space heating and water heating requirements. However, initial costs are high.
18. Future major energy supplies are expected to be electricity and hydrogen, supplemented by direct use of solar power.
19. Proper use of today's technology can significantly decrease energy consumption without lowering the standard of living.
20. Good conservation programs have been developed by some utilities and energy-conscious groups. However, these programs fail to reach a large segment of energy users, and generally do not provide a comprehensive approach to energy conservation.

## TRANSPORTATION

Transportation, whether by automobile, bus, rail, water or air, is an integral part of land use planning and development. Location of commercial, industrial and residential developments requires adequate transportation, and at the same time location of these services should not interfere with business activities, cohesiveness of neighborhoods or protection of resources.

### ROAD AND PUBLIC TRANSIT

The perspective for viewing transportation has changed greatly in recent years. Where cheap fuel and an abundance of road funds once existed, now rising fuel costs (with implications which affect the strength of the American economy) and monetary constraints for transportation funding exist.

A number of transportation issues must be faced in the coming years:

1. The home to work trip made by one person per car during peak hours.
2. Governmental budget constraints imposed by skyrocketing road construction, maintenance, and operation costs combined with static revenues.
3. The relationship of residential densities, commercial/industrial/institutional location with energy conservation, and the feasibility of providing public transit.
4. The proximity of industrial land to residential areas in order to reduce work trips, thus conserving energy and reducing air pollution.

Trips to and from work form the major transportation problem since mass movement takes place in a few hours of the day causing congestion, overloading of transportation facilities, demand for new facilities, increased hazard, and air, noise, and visual pollution. Multnomah County home-to-work travel patterns are compared with other jurisdictions in the following tables.

TRAVEL TO WORK

<u>Work Location</u>	<u>Residence</u>					
	Mult. Co. Excl. Portland		Portland		Remainder SMSA	
	<u>1960</u>	<u>1970</u>	<u>1960</u>	<u>1970</u>	<u>1960</u>	<u>1970</u>
Portland Central Business District		7.2%	89.9%	12.2%	29.5%	4.8%
Remainder of Portland	62.6%	51.3%		66.7%		28.6%
Remainder of Multnomah County	31.0%	30.4%	5.1%	9.6%	6.2%	4.8%
Remainder of Clackamas County	2.1%	4.4%	1.5%	3.7%	19.3%	17.6%
Washington County	1.6%	3.2%	1.0%	4.1%	17.2%	21.7%
Clark County	0.6%	1.2%	0.8%	1.6%	24.6%	19.8%
Outside SMSA	2.1%	2.3%	1.7%	2.1%	3.2%	2.9%

RESIDENTS EMPLOYED IN SAME COUNTY THEY RESIDE IN

<u>County</u>	<u>1960</u>	<u>1970</u>
Multnomah County	94.6%	88.7%
Washington County	53.6%	53.6%
Clackamas County	53.8%	46.4%
Clark County	78.6%	68.8%

RESIDENCE LOCATION OF WORKERS

<u>Residence</u>	<u>W o r k L o c a t i o n</u>									
	<u>Mult. County Excl. Portland</u>		<u>Portland Portion</u>		<u>Clackamas</u>		<u>Washington</u>		<u>Clark</u>	
	<u>1960</u>	<u>1970</u>	<u>1960</u>	<u>1970</u>	<u>1960</u>	<u>1970</u>	<u>1960</u>	<u>1970</u>	<u>1960</u>	<u>1970</u>
Portland	24%	34%	68%	55%	5%	14%	7%	13%	5%	7%
Remaining Multnomah County	54%	47%	17%	18%	9%	8%	4%	5%	1%	2%
Clackamas County	5%	10%	8%	11%	84%	72%	3%	6%	--	2%
Washington County	14%	5%	5%	11%	2%	4%	86%	75%	--	1%
Clark County	3%	4%	2%	5%	0%	2%	--	1%	94%	88%

MEANS OF TRANSPORTATION TO WORK

Type	Mult. County Excl. Portland		Portland		Remainder of SMSA	
	1960	1970	1960	1970	1960	1970
Private Auto						
Driver	82.6%	77.5%	69.5%	65.2%	80.7%	78.4%
Passenger		10.3%		11.0%		9.7%
Bus	7.1%	4.7%	16.8%	10.8%	3.0%	1.8%
Walked to Work	3.8%	2.8%	9.0%	8.6%	6.5%	4.2%
Worked at Home	4.5%	2.3%	3.3%	2.4%	7.7%	3.7%
Other	2.0%	2.4%	1.4%	2.0%	2.1%	2.2%

Between 1960 and 1970, job destinations became more dispersed and a greater percentage of County residents found work outside the County. This was also true of Clackamas and Clark Counties. However, the number of people who both lived and worked within Multnomah County increased. Portland continues to be the major destination of County residents. In fact, a greater number of Multnomah County residents who live outside the Portland city limits had Portland as a work trip destination in 1970 than in 1960. Jobs located in the County, but outside Portland drew more residents of Portland, Clackamas, and Clark Counties in 1970 than in 1960.

Use of the auto increased between 1960 and 1970 as the means of transportation to work while bus travel decreased. This was true for the remainder of the region as well.

Tri-Met presently provides urban or suburban levels of service in almost all the areas of East County to the easterly boundaries of Gresham and Troutdale. Limited service is provided between Troutdale, Gresham, Sandy, and Boring. In addition, an experimental mini-bus line has been initiated in the area around Mt. Hood Community College. Greyhound no longer stops at any of the rural communities in the Columbia Gorge, leaving them with no public transportation facilities.

Between 1971 and 1975 the Tri-Met ridership increased 59% (a million passenger trip increase) for the region while all lines running in East County increased in total ridership by over 100%. For example the No. 18 Troutdale line increased in average weekday riders from 511 to 1251, No. 17 Fremont Express from 325 to 681, No. 19 E. Glisan--Hawthorne from 5571 to 9453, No. 21 Mt. Tabor from 3052 to 5428. Tri-Met has also introduced Banfield Flyer service from East County to downtown Portland, which uses the high-occupancy-vehicle lanes on the Banfield Freeway and presently carries 570 weekday passengers.

## EXISTING ROAD SYSTEM

The existing road system furnishes the current capacity to carry vehicles. Multnomah County has an extensive road system with 913 miles of county maintained roads and 194 miles of dedicated streets. Four-lane county arterials comprise 60 miles of the system. In addition there are interstate and state roads. An analysis of overall road capacities by area follows.

Capacity of existing east-west through routes in East County between I-205 and 122nd is about 295,000 vehicles per day with stable traffic flow. Between 122nd and 181st/182nd it is about 230,000 vehicles per day and between 181st/182nd and Troutdale Road it is about 170,000 vehicles per day. Currently the east-west routes are carrying about 200,000 average daily traffic between 92nd and 122nd, 140,000 between 122nd and 181st/182nd and about 90,000 east of 181st/182nd. Generally, peak hour traffic on east-west streets is split 60%-40% favoring the peak direction. Projected 1990 average daily traffic is about 230,000 between I-205 and 122nd, 200,000 between 122nd and 181st/182nd and 130,000 east of 181st/182nd.

Capacity of existing north-south main routes in East County plus I-205 would be about 275,000 vehicles per day. Currently north-south routes between 92nd and Troutdale Road are carrying about 130,000 vehicles per day between Sandy and Stark and about 100,000 between Stark and Foster Road. Projected 1990 average daily traffic on north-south routes from I-205 to Troutdale Road is about 190,000.

Overall, the existing capacity of the East County road system plus I-205 appears adequate to handle additional growth in East County for some time into the future. There will, however, be localized congestion. The 1990 traffic projections, which do not utilize road capacity, assume a population increase east of I-205 of 52,000. This is not to say circulation and congestion problems would not exist for specific areas. How well portions of the road system function will depend on where and to what extent new development takes place. Given the parameters of limited road funding and federal, state, and regional guidelines, low-cost capital improvements (such as improved signalization, addition of turning lanes, lane restriping), transit improvements and vehicle occupancy rate improvement will be utilized to alleviate congested areas rather than the building of new roads.

It should be noted that the road system can carry a great many more vehicles than indicated at stable traffic flow. For instance, a two-lane street can comfortably accommodate 10,000 vehicles per day, but can, with congestion, carry 20,000 plus vehicles per day.

Although the East County road system has relatively good future capacity east of I-205, a severe congestion and air quality problem remains west I-205. Most East County trips are east-west trips with a substantial number continuing

west of the I-205 right of way. The regional Interim Transportation Plan does not include any major new road facilities between the Willamette River and I-205, and emphasizes transit to carry a greater number and proportion of regional trips, particularly on the east side of the Willamette River.

In the southwest corner of the County, the main routes in the unincorporated area are 49th Avenue, Barbur Blvd., Taylors Ferry Road, and the Baldock Freeway. The existing capacity of these roads at stable traffic flow is about 155,000 vehicles per day. They currently carry 87,000 vehicles per day and are projected to carry 112,000 average daily traffic in 1990. Severe congestion problems occur closer to downtown Portland where routes from this area and from the southwest urbanized area of the region merge into two entry points--Barbur Blvd., and the Baldock Freeway.

The main routes for the northwest unincorporated area are Skyline Road, Thompson Road, Cornell Road, West Burnside Street, Scholls Ferry Road, Sunset Highway, and St. Helens Highway. The existing capacity at stable traffic flow is 150,000 vehicles per day. They currently carry 120,000 vehicles per day and are projected to carry 190,000 in 1990. Due to the topography which limits entries into Portland and also limits widening of existing roads, transit or carpooling alternatives should be looked to for solving this capacity problem.

## TRANSIT POTENTIAL

Potential for increased transit ridership is great in East County. Bus routes presently operate on almost all the east-west arterials (Fremont, Halsey, Glisan, Stark, Burnside, Division, Powell, Holgate, Foster) as well as the Banfield Freeway and on some residential collectors (Prescott, Skidmore, Morris, San Rafael, Market, Mill, Harold). Approximately 110,000 people live within walking distance (one-fourth of a mile) of a Tri-Met route in East County. The primary work destination of residents is Portland (56% work in Portland). More frequent service combined with more convenient transfers and express service should further increase transit ridership. An I-205 Transitway will aid in reducing bus travel time by providing a grade-separated transit facility with easy access to activity centers and transfer connections to main arterials and express Banfield service. A transitway extending into East County to Gresham would be even more beneficial.

The cost of using, maintaining, and building an auto-oriented system has increased greatly in recent years. Fixed costs for operating an auto in the U.S. went from an average \$1,479 in 1970 to \$1,990 in 1976. Fuel prices rose by 64% from 1970 to 1976. Average insurance rates increased 32% from \$324 to \$427 while the average new car in 1976 cost \$4,934--an increase of 41% from \$3,488 in 1970.

The price of building and maintaining roads has also skyrocketed in recent years. Concrete increased 76% and materials for structures increased 49% in cost between 1970 and 1975. Federal, state, and local revenue resources have not kept pace with this inflation. Gas tax revenues have recently declined, and increased gas tax proposals have not been successful. Projections from the Office of County Management indicate in the near future road revenues will not cover the County road maintenance operation. This financial trend indicates new road building and other high-capital road improvements will be substantially limited in future years. The federal government has already passed regulations relating to this issue for use of federal money in road projects. These regulations call for low-capital improvements which better utilize the existing road system or transit improvements rather than new road construction.

The density of residential development and the intensity of employment development have a profound impact on the transportation network. A moderate difference in density can have a greater effect on the balance between auto and transit than the World War II curtailment of auto travel.

A higher density and intensity of urban development acts to restrain auto use and to encourage public transit use. For example, neighborhoods with 15 dwelling units per acre produce about 30 percent fewer auto trips per person than those with five dwelling units per acre, while public transit use is over 100 percent greater. A density of 15 units per acre could be pictured as attached single-family houses on 30 X 100 foot lots or combinations of multiple and single family development.

Transit use is minimal at densities between one and seven units per acre. The effect of reduction of auto trips in relation to higher densities is greatest among middle-income households.

Commuter rail transit also has the effect of restraining auto use. Surrounding nearby rail transit station residential densities often increase, which results in greater numbers of people using transit.

#### AIR TRANSPORTATION

Portland International Airport is the primary airport facility in Oregon and southern Washington, and it provides space for private and corporate aircraft as well as commercial air passenger and air freight service. Portland--Troutdale Airport is the second busiest general aviation airport in Oregon, and it serves private and corporate aircraft. All industrial and commercial centers in the County have good highway access to both airports. Both airports are under the jurisdiction of the Port of Portland which is a special district with Port Commissioners appointed by the Governor. The Port will be developing a new plan for Portland International Airport within the next two years.

#### MARINE TRANSPORTATION

The Willamette River--Columbia River harbor is the busiest in the Northwest and handles the third largest volume of ocean commerce on the west coast. Portland serves as a major distribution center for the Northwest through the connection of water traffic on the Columbia and Snake River systems to rail and highway networks. Grain accounts for more than half the export tonnage with logs and lumber ranking second. Facilities also serve a wide range of industrial products. The main terminals are under the jurisdiction of the Port of Portland.

#### RAIL TRANSPORTATION

Multnomah County has access to both east-west and north-south main lines for freight movements, but only the north-south line carries passengers. The transcontinental line comes from the east through the Columbia Gorge and divides into two lines near Troutdale; one along the Banfield Freeway, and the other along Sandy and Columbia Blyds. Both are used for through movement, and also for local switching to serve adjacent industries. The Banfield line primarily serves westbound trains and the Columbia line eastbound trains. The CRAG Interim Transportation Plan includes the Banfield as a transit corridor.

The line following Johnson Creek to Gresham and Boring carried commuter trains as well as freight movement until 1949. Now it is used exclusively by industries located along the line and carries minimal freight movement. The CRAG Interim Transportation Plan includes this as a possible transit corridor.

The line following Multnomah Channel north from Portland carries freight to Astoria and Eugene and serves industries located along the line.

## SIDEWALKS AND BICYCLE PATHS

Although few arterials have continuous sidewalks, most have a paved or graveled shoulder that pedestrians and bicyclists can use. However, where shoulders are unpaved bicycles and some pedestrians use the roadway. One bike path has been constructed along Powell Blvd.

In 1974, a citizens advisory committee recommended a system of bikeways for East County, and most of the recommendations were included in the CRAG Regional Bikeway Plan. To date none of the bikeways have been built, but a proposal for implementation of the Glisan Street bikeway has been considered.

The County now provides sidewalks whenever possible with major road construction projects in urban areas. In addition, the County has been working with school districts to identify pedestrian safety problems near schools.

A Bicycle/Footpath Program has been initiated by the County, and \$163,000 is budgeted to be spent on thirteen bicycle/pedestrian bikeways during fiscal year 1976-77. Further projects will be identified and programmed in following years.

## PUBLIC UTILITIES AND SERVICES

Public utilities and services include activities such as police and fire protection, sewer, water and storm water drainage facilities, libraries, schools and parks. These activities are vital to land and water quality and the safety and social needs of the people. Historically, the provision of these and other governmental services has not been coordinated with the development of new areas. Fiscal as well as physical planning is needed to ensure that public facilities are properly matched with identified needs and available resources.

Services in unincorporated Multnomah County are provided by 17 water districts, 5 private water companies, 1 irrigation district, 6 drainage districts, 20 school districts, 9 fire districts, 7 general purpose local governments and state and federal agencies. Multnomah County provides sanitary sewers, roads, storm drainage, Sheriff's services, and parks.

Each agency is engaged in independent planning and programming, and little overall coordination has taken place.

### SERVICE COST AND DEVELOPMENT PATTERN

The location and timing of public facilities and services directly affect where development takes place. Therefore, the independent actions of many uncoordinated service districts can result in the inefficient use of land, uncoordinated development and undue fiscal burden on the public. Studies show that the overbuilding of one service, such as sewers, often anticipates unreasonably high rates of growth. A recent project in another state was constructed with capacity for 161,000 people in an area with a current population of less than 7,000<sup>1</sup>. To finance such a project, a local jurisdiction may be forced to accept any and all development, regardless of impact or the availability of other services.

In many cases, there may be no real economic advantage to oversizing a facility beyond 10-20 years reasonable growth. Overbuilding for longer periods and higher growth rates usually involves running water and sewer lines long distances through undeveloped areas which can be two or three times as expensive as serving the same number of people at higher densities<sup>1&2</sup>. Overbuilding may also incur much higher financing costs than staged development.

Financial feasibility varies considerably among areas. Most federal sanitary sewer projects require the local community to finance only 30% of the total cost. On the other hand, Reynolds School District has calculated that an additional

1/ Real Estate Research Corporation, The Costs of Sprawl, U.S. Government Printing Office, 1974.

2/ p. 37, Brinkley, Collins, Kamter, Alford, Interceptor Sewers & Urban Sprawl, Lexington Books, D.C. Heath & Co., Lexington, Mass., 1975.

single family dwelling in the district costs twice as much in school service as it contributes to the schools in property tax (3). A local government may be able to afford a sewer system but not afford schools and other service demands produced by the development that sewers spur. Therefore, provision of one fiscally sound service could create pressure for development which is fiscally unsound overall.

These problems are often compounded by overlapping service boundaries which lead to "Municipal Overburden" in which some local governments in a region must bear a disproportionate services cost relative to their ability to generate revenue; and the residents of some portions of the region must bear disproportionate social and environmental costs.

## AVAILABILITY OF SERVICES IN UNINCORPORATED MULTNOMAH COUNTY

### Sanitary Sewer

Much of East Multnomah County west of the Sandy River lies atop a deep gravel bed and consequently has generally excellent suitability for septic tanks or cesspools, except in a few areas with high ground water. This condition has permitted a large population to settle in East County without sanitary sewers. It is estimated that 8 million gallons per day of raw sewage is discharged into the ground in East County. Continuation of this situation in the future could seriously pollute the ground water and violate Federal Environmental Protection Agency standards for water quality.

The majority of the sanitary sewer service in East County is provided by the County and the City of Gresham. Together, these systems serve approximately 24,000 people. Both systems are near capacity and will require major expansion to serve the people already in the County who need sanitary sewers, as well as the projected population growth.

Most other unincorporated areas of the County are not suitable for subsurface sewage disposal except on large lots. The cost of providing sanitary sewers to these areas, including Sauvie Island, Northwest Hills, Orient and Corbett-Springdale, would be very high.

Under a "208" grant from the Federal Environmental Protection Agency, CRAG will prepare a regional water quality plan which will include a sanitary sewerage plan for the County and the region.

### Storm Water Management

Storm water runoff creates two problems: flooding of property and pollution of the ground water. Both problems exist in the County; and flooding is currently the more severe of the two.

Some areas of the County have drainage districts to deal with local flooding, and some isolated lines have been built as development has occurred. The

3. Memorandum, October 29, 1975, to Wilkes Study Group.

Metropolitan Service District has proposed a management program for Johnson Creek. However, most areas do not have any storm water facilities, and there is no overall storm water management program for the County. Responsibility for such a program needs to be established. New development still depends on natural drainageways to handle excess water.

### Water Service

Public water districts and a few private companies provide water service to the urban area of the County, the Crown Point and Orient area, and the Sauvie Island--West Hills area, with the exception of Burlington. Other rural areas of the County rely on private wells.

Water service in the urban area is adequate for current uses, except in Errol Heights where it is hampered by old and undersized lines, low pressure, and the absence of fire hydrants. In most of Errol Heights, no agency is responsible for water service. The City of Portland continued to supply water and bill for it, but accepts no responsibility for maintenance or new construction.

Water service in most rural areas of the County is adequate for current uses.

Major expansion of water service in the County will require an additional water source. Most water systems in the County purchase water from Portland's Bull Run Reservoir and store it in their own reservoirs. Contracts with the City for water limits all purchasers to a 5% annual increase in water use. Most systems have enough reservoir capacity for immediate population growth. The County's population growth for the next 25 years will require both local reservoir expansion and examination of the capacity of Bull Run and other sources.

### Fire Protection

Fire protection is adequate in most areas of Multnomah County except in rural areas. Sauvie Island has no fire protection. Major problems are the lack of hydrants in Errol Heights and the lack of manpower in the Northwest Hills. The fire districts in East County estimate that they can handle 25 year's population growth without major expansion.

### Schools

Most school districts in the County have enrollments of approximately 90% of capacity. Reynolds High School, Gresham Grade Schools, Orient Schools, and Corbett Grade and High Schools are all at or in excess of capacity. Schools in the West Hills have lost enrollment, and some facilities are scheduled to be closed. Portland schools are also losing enrollment. This trend will probably be reflected in the County soon.

### Solid Waste Disposal

Disposal of solid wastes in the Portland Metropolitan Area is quickly becoming a major problem with which land use planning agencies will have to deal. The Metropolitan Service District has estimated that the St. Johns

Sanitary Landfill, which serves much of Multnomah County, will be filled to planned capacity by about 1980. After that time, refuse generated in the County will have to be transported elsewhere.

It is estimated that approximately 70% of refuse presently placed in sanitary landfills can be reclaimed for energy or raw materials. MSD proposes to site two reclamation facilities in the Metropolitan Area as markets develop, for use of the reclaimed materials. A market for one of the facilities products has been located in Oregon City and construction will commence as soon as design has been completed, final contracts negotiated, and a firm financing plan developed. The facility could serve Multnomah County south of Powell Boulevard, between the Willamette River and Eastern County line.

Because of the residue remaining from the processing facility as well as areas too remote from the facility, and the expected closure of existing landfills, MSD will need to designate additional landfills in the area. This designation will have to be in conformance to existing local land use plans, and should be completed as soon as possible to assure adequate solid waste disposal on the near and long term.

Demolition waste disposal presents another problem to the County; the only major disposal area will soon be filled. MSD also has plans to process and recover up to 60% of these wastes by 1980, and several gravel producers have expressed interest in the use of extraction pits for disposal after the aggregate resources are removed. However, technical limitations may prevent these sites from being developed. This second use of gravel pits, if implemented, would bring the ground level up to that of surrounding lands, which could then be easily reclaimed for other uses.

## PARKS AND OPEN SPACE

### RECREATION--PARKS

A recreation system consists of many components which collectively provide a range of opportunities from the backyard play area to large multi-purpose regional facilities. Public parks provide for outdoor activities, while many indoor activities such as ice skating, roller skating, bowling and tennis facilities are provided by the private sector.

Parks serve recreational needs and can create higher property values for neighborhoods. They also are an asset which provides visual variety and natural areas. The basic reason for providing public parks is to enhance the general welfare of a community where there is a need for space for leisure time pursuits.

### Inventory

The Tri-County area of Multnomah, Washington and Clackamas Counties has nearly 20,000 acres of dedicated park lands, equal to 22.3 acres per 1,000 population.

Multnomah County has 13,448 acres of park land, of which a little more than half is owned by the City of Portland. (Portland's Forest Park is 3,700 acres).

State parks in Multnomah County total 3,729 acres and are located along the Columbia Gorge, and in the southwest area of the County. The present unincorporated Multnomah County park system contains 2,059.5 acres, of which 75% is of a regional nature. The County has one historic park, three boat ramps, one campground, and an operating 36-hole golf course. The total County acreage equals 24.15 acres/1,000 population, while the County park system itself provides 10.55 acres/1,000 population within the unincorporated area.

Table 1

### "URBAN AREA" PARK STANDARDS

<u>Type Park</u>	<u>Acres Per 1000 Population</u>
Neighborhood	2.5
Community	2.5
Citywide	10.5
Regional	15.5

\*Statewide Comprehensive Outdoor Recreation Plan, Oregon State Parks Branch, Highway Division, 1971.

The Statewide Comprehensive Outdoor Recreation Plan prepared by State Parks Branch of ODOT and the Urban Outdoors prepared by CRAG, both found deficits for Multnomah County based on current population and future population estimates.

### Financing Parks

The rising cost of land acquisition has reduced new additions to the park system of the County, although grants have been available for land acquisition from the Land and Water Conservation Fund.

Multnomah County's park system is funded by general fund monies and has fluctuated depending upon overall County needs. Indications are that funds will decrease from various grant programs.

### PARK CATEGORIES

Parks are divided into three basic categories: regional, community, and neighborhood. (See the Standards on Page 120)

#### Regional Parks

A regional park serves the recreation needs of the region, is fairly large (more than 30 acres) and can be used for a variety of purposes. East County residents have a fairly broad range of regional recreation opportunities. They can utilize two County parks (Blue Lake and Oxbow), numerous Columbia Gorge State parks, two on the Sandy River, Tryon Creek State Park in the southwest, and others in the Clackamas River drainage area. Kelly Point and the Sauvie Island Game Management area are in the north, and Forest Park in the northwest. Mt. Hood National Forest serves many regional functions in both winter and summer. These facilities seem to be fairly well distributed. However, a predominance of passive activities is available to the west and more intensive activity areas along the Columbia. Problems with more heavily used parks seem to indicate that any regional facility within an hour's drive of the population center in East County receives heavy use, especially water oriented facilities such as Dabney, Lewis and Clark, Rooster Rock, and Benson Parks.

Regional park use is often related to natural resource amenities such as fishing, beach swimming, boating, hiking, camping, photography, etc. Other activities, which are pursued in regional parks because of the lack of another facility, are field sports, picnicking, off-road vehicle use, socializing, some swimming, and organized games.

The standard for regional parks is 15 acres/1,000 population. Within the total regional County system (excluding the City of Portland) there are 36 acres/1,000 and within the unincorporated County-owned system there are 11 acres/1,000.

The State Parks Branch includes a major regional facility in Multnomah County in their five year plan.

The responsibility for providing regional facilities is not clear, especially in a multi-jurisdictional area such as this region.

### Community Parks

Community parks serve several neighborhoods for fairly intensive activity and take less than 30 minutes to reach. They are not always related to a natural setting. Generally, these parks are 20 to 100 acres and do not attract large proportions of their users from the entire region. The City has several of these facilities (i.e., Mt. Tabor, Laurelhurst, Westmoreland), but the County has no developed community parks (although Blue Lake serves many of the same functions). Usually the local government entity or a park and recreation district is responsible for these parks. The standard for community parks varies from 2.5 acres to 10 acres/1,000.

### Neighborhood Parks

Neighborhood parks serve one neighborhood, are often located adjoining a school, and provide short duration activities such as field sports, play, sitting, socializing, and various unstructured leisure activities. They are generally from 2 to 10 acres.

More than half of the County neighborhoods have a park; however, not all are developed. Recently, some of the park sites have received development funds and in other cases, citizens have initiated construction projects.

The uses placed in the neighborhood parks depends on the desires of neighborhood residents. One of the problems, however, is that people do not become involved in the process and therefore the parks do not meet their needs. The second problem is that many people are unaware there is undeveloped park land in their community, and it remains unimproved because the County does not have the money to initiate a project.

Another problem is building facilities which are too inflexible. The location of the site is often poor in relation to either schools or residences and, if undeveloped, can be the locus of undesired behavior. The high maintenance and operation costs of neighborhood parks are largely due to their small size and their distribution over large areas.

The standard for neighborhood parks is 2.5 acres/1,000 population. Within the Multnomah County owned system there are 1.76 acres/1,000.

### Recreation Programs

No recreation programs are operated by the County Parks and Memorials Division, nor are any community centers operated. County residents take advantage of programs offered by the City of Portland, PCC, Mt. Hood Community College, the various school districts, and organized children's sports programs. Costs of initiating and administering these programs require broad support before starting such an endeavor.

P A R K C A T E G O R I E S

	<u>Neighborhood</u>	<u>Community</u>	<u>Regional</u>
ard	2.5 acres/1,000	2.5 - acres/1,000	15 - 20 acres/1,000
um Size	5 acres	20 acres	100 acres
ce Area	Neighborhood up to 5,000 people	Several neighborhoods 20,000 - 35,000 people	Countywide or metropolitan wide large service area
nce	1/4 - 1/2 mile	1/2 - 3 miles	1 hour driving time
ties	Playlots, field games, socializing	Field games, play area, picnic, shelters, rest rooms, community buildings, landscape areas and natural areas, swimming pools	Picnic, field games, camping, hiking, water activities, and natural areas
nsibility	County, local organizations, parks and recreation district	Same	State, County, City, Federal agencies (the wider the user area the less the local government should have to be sole agent)
duration (average)	1 - 2 hours	1 - 4 hours	1/2 - 1 day

## HISTORIC FEATURES

### INTRODUCTION

Throughout the United States, treasures of America's heritage have been rescued from obscurity, neglect and demolition by the combined efforts of citizens and government who recognize the need to protect the symbols of the past as a bridge to the future. These efforts recognize that community values are increased by the use of historic structures and identification of significant sites which enhance the cultural and visual image of an area through sustained continuity with the past.

The significant archeological, historic and architectural sites in unincorporated Multnomah County can be preserved and protected if landowners, developers, preservationists, and the County work in concert.

The following is a list of factors to be considered in developing a program to protect historic areas, sites, structures and objects:

1. Identification of historic and archeological sites in unincorporated Multnomah County has been limited to Sauvie Island and parts of the Columbia Gorge.
2. Two sites have been placed in the National Register of Historic Places, the Bybee Howell House on Sauvie Island and Vista House at Crown Point.
3. Historic markers identify:
  - a. Fort Williams
  - b. Sauvie Island Pioneer Cemetery
  - c. Sandy River Bridge
  - d. Broughton's Expedition Furthest Penetration
  - e. Bonneville Dam
  - f. Sauvie Island
4. Twelve pioneer cemeteries have been identified in the County.
5. No comprehensive archeological survey of the County exists.
6. Further identification of potentially significant sites is essential to a County program for historic preservation.
7. Federal and State legislation which assists in identifying and protecting historic and archeologic sites include:
  - a. Federal Antiquities Act of 1906-P.L. 34-209, Historic Sites Act of 1935-P.L. 74-292 and P.L. 86-523, Historic Preservation Act of 1966, P.L. 89-665.

- b. National Environmental Policy Act of 1969, P.L. 91-190.
  - c. Housing and Community Development Act of 1974, P.L. 93-383.
  - d. Oregon Antiquities Law, ORS 273-705.
8. Federal and State programs exist which assist in historic preservation through funding for acquisition and/or maintenance and property tax reduction or deferral.
  9. State organizations which provide assistance with historic preservation include the Oregon Historical Society, the Oregon Museum of Natural History, and the State Advisory Committee on Historic Preservation.
  10. Maintenance of significant sites by private interests, while no protection against ultimate destruction, enables preservation without major commitment of tax dollars.

# DENSITY

✿ ECONOMIC CONSIDERATIONS

✿ SOCIAL CONSIDERATIONS



## DENSITY

Density, referring to the number of dwelling units per acre, has become a major issue in comprehensive plan development, zoning decisions, and provision of public services. Density affects individuals, neighborhoods and the County as a whole, and the effects are both economic and social. Decisions on density influence land values, cost of development and property taxes paid for governmental services. These decisions also influence air, land and water quality, community design, and public safety.

From the point of view of residents, density is discussed in terms of lot sizes, traffic generated, privacy and open space. Planners add to this list additional economic and social concerns.

### EXISTING DENSITY

Within unincorporated areas zoned for urban uses, density ranges from 4.7 to 9.9 people per acre by census tract. By comparison, the City of Maywood Park, which is almost fully developed, has a density of 8.3 people per acre. Densities in areas zoned for agriculture and forestry are 0.2 and 0.3 people per acre.

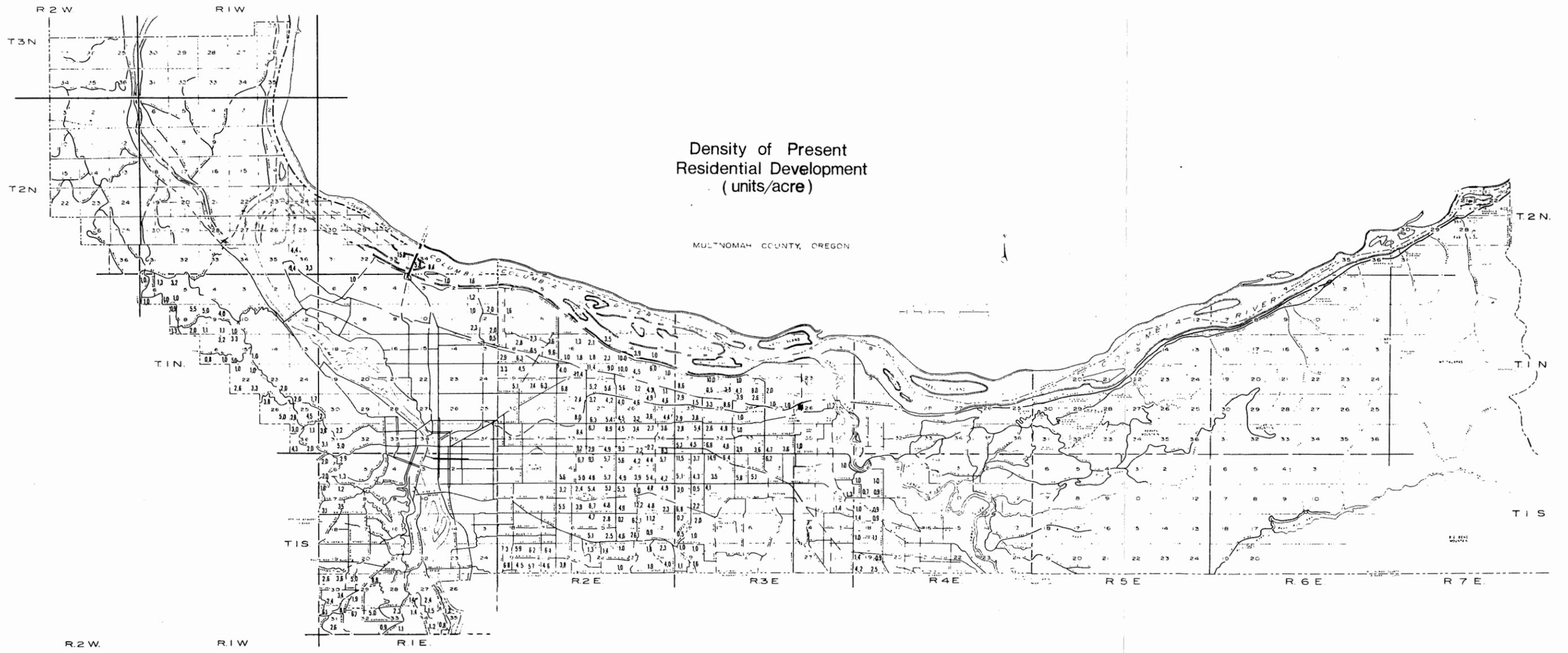
The map on the next page entitled "Density of Present Residential Development" shows the densities by quarter section for the urbanizing portions of unincorporated Multnomah County.

The zoning ordinance limits density by establishing minimum lot sizes in both urban and natural resource areas. A 38 acre minimum lot size in agricultural areas prevents increased residential density on farmland, and apartment, duplex, and single family residential zones allow varying densities in urban areas.

The most dense single family zone requires 7,000 square feet per house, which allows six units per acre. Based on an average of 3.3 people per family, this density equals 19 or 20 people per acre. Actual overall community density levels will be less, however, because houses may be built on lots which are larger than the minimum size and because of land used for commercial activities, streets, parks, and other non-residential uses.

The present duplex zone requires 4000 square feet per unit and allows 10 units per acre (an approximate density of 33 people per acre). The existing low density apartment zone allows 17 units per acre with 31 units per acre allowed for high density apartments.





Density of Present Residential Development (units/acre)

MULTNOMAH COUNTY, OREGON

R.2.W.

R.1.W.

R.1.E.

R.2.E.

R.3.E.

R.4.E.

R.5.E.

R.6.E.

R.7.E.

T.3.N.

T.2.N.

T.1.N.

T.1.S.

T.2.N.

T.1.N.

T.1.S.

## ECONOMIC CONSIDERATIONS

The density pattern of an area is the product of economic as well as physical and social factors. In the past, low land costs did not discourage low density and scattered residential development. In general, this resulted in the public paying greater costs for the development of roads and provision of services.

As housing costs have accelerated, more attention has been directed toward the economic aspects of density. The direct relationship between density and the costs of residential development is becoming increasingly apparent to planners, investors, and consumers. These costs are borne by the individual resident and by the county taxpayers.

For a given population, the lower the housing density is, the higher the direct cost of that housing will be. The Cost of Sprawl prepared by Real Estate Research Corp. for the Federal Council on Environmental Quality, shows that a sprawled, single family dwelling land use pattern for a community of 100,000 people will cost \$435,000,000 more in capital expenditures than a planned community of mixed housing types. The additional millions of dollars for scattered low density is required for extending roads, water, and sewer lines, providing other governmental services and operating and maintaining these services. The investor's costs for a low density development is greater too and the increased costs are passed on to residents.

Low density development often requires services that cost more than the developments contribute to those services. A recent analysis by the Reynolds School District shows that adding single family homes to the district creates educational costs that exceed the increase in revenues. An Office of County Management Study of "Municipal Overburden" concludes that property values in outlying low density developments are supported by increased direct and social costs to urban dwellers closer to the central city.

## SOCIAL CONSIDERATIONS

Residential density decisions need to be considered not only in terms of costs, but also in terms of social considerations; that is, those values that are important to residents. "Liveability" and "quality of life" are terms which try to encompass these social considerations. More specifically, these values include the relative importance of such factors as environmental quality, protection of natural resources, safety, convenience, beauty or attractiveness, quiet, privacy, cultural activities, and educational and recreational opportunities.

Density decisions have social impacts on communities and individuals. More compact neighborhoods can reduce air pollution by decreasing automobile driving distances while at the same time increasing opportunities for public transit.

Density is the prime criterion used by Tri-Met in establishing the locations of bus routes. The transportation agency's service levels are as follows:

<u>Density/Square Mile</u>	<u>Service Level</u>
3,200+ population	Urban Service Bus line within 1/4 mile of residence
1,600 - 3,200 population	Suburban Service Bus line within 1/2 mile of residence
0 - 1,600 population	Rural Service Bus line to community centers, with park and ride facilities

The degree to which natural resources are protected is related to residential density. Continued low density development throughout the County will reduce the amount of forest and agricultural land. Policies in the Framework Plan are intended to address density in terms which will encourage protection of natural resources and also provide adequate lands for a stable urban environment with sufficient areas for housing to meet future needs.

Criticisms of any increase in residential density usually emphasize problems such as crowding, traffic congestion, crime, and loss of privacy. Investigation of these issues shows that as density increases, the design of the man-made environment becomes more important.

A study\* examining 10 planned communities shows that density has little effect on neighborhood satisfaction up to densities of 25 dwellings per acre: a density greater than presently allowed in the County's apartment zones. More important than the number of dwelling units per acre is the design of units so that each resident has a sense of safety, privacy, and quiet, and so that areas are adequately maintained.

The following is a list of factors which should be considered in developing density levels for the Plan:

1. Decisions on density affect costs to government and to the public, with low densities requiring more expenditures per unit than higher densities.
2. Identification of areas for urban density allows the County to accommodate future population growth while also protecting natural resource areas.
3. Densities of 3200 or more people per square mile are necessary for urban transit service with a bus line within 1/4 mile of each residence.
4. Present density of the urban portions of the County is 408 people per square mile.
5. Increased densities of cluster development and containment of sprawl can reduce public and private costs by as much as \$400,000,000 for a population of 100,000.
6. As density increases, design can influence residents' satisfaction, ease of maintenance and regular upkeep of buildings and grounds.
7. Acoustical, territorial and visual privacy are more significant to satisfaction of residents than is the number of dwelling units per acre.
8. Beyond 20 units per acre it becomes increasingly difficult to provide individual outdoor spaces accessible to each unit unless roof gardens or like solutions are employed.
9. Visual privacy in the urban area is, in part, a problem of architectural design and concerns the orientation of windows and doors, opaqueness of screens and location of buildings on the site.
10. Perceptions of increased traffic on streets increase with rising density; however, the actual number of vehicle trips per unit is less.
11. Design can determine whether privacy and/or social interactions will or will not be provided.

\* Planned Residential Environments, Institute of Social Research, University of Michigan, Ann Arbor, 1970.



LAND  
USE  
NEEDS



## LAND USE INVENTORY AND NEEDS

### Inventory

The County has completed a land use survey for the area shown as urban on the Framework Plan Map. It was tabulated by quarter section and shows the number of acres in each of the:

1. Land Use Classifications including:
  - a. the total number of acres vacant, buildable and developed.
2. Zoning Classifications including:
  - a. the total number of acres vacant, buildable and developed.

Lands were classified unsuited to development, using the following criteria:

1. Inadequate drainage.
2. Slope greater than 15% and slope greater than 25%.
3. Poor soil characteristics and geology for development.
4. No access.

### Findings

1. The findings of the study are shown on Chart I in this section and on the maps which follow, which are entitled:
  - . Vacant Residential Land
  - . Developed Commercial Land
  - . Vacant Commercial Land
  - . Developed Industrial Land
  - . Vacant Industrial Land

EXPLANATION OF ZONING DISTRICTS

- F-2 Agricultural District with the minimum lot size of 20 acres, for agricultural land, 38 acres for forest land and a possible minimum of 2 acres for non-agricultural, non-forest lands, depending upon location, services, soil type and use capability factors.
- S-R Suburban Residential District with a variable lot size ranging from 40,000 to 10,000 square feet, depending upon services available to each lot. Heights are limited to 2 1/2 stories or 35 feet.
- R-40 Single Family Residential District with a minimum lot size of forty thousand (40,000) square feet and a 2 1/2 story or 35 foot height limitation.
- R-30 Single Family Residential District with a minimum lot size of thirty thousand (30,000) square feet and a 2 1/2 story or 35 foot height limitation.
- R-20 Single Family Residential District with a minimum lot size of twenty thousand (20,000) square feet and a height limitation of 2 stories or 35 feet.
- R-10 Single Family Residential District with a minimum lot size of ten thousand (10,000) square feet and a height limitation of 2 1/2 stories or 35 feet.
- R-7.5 Single Family Residential District with a minimum lot size of seven thousand, five hundred square feet (7,500) and a height limitation of 2 1/2 stories or 35 feet.
- R-7 Single Family Residential District with a minimum lot size of seven thousand square feet (7,000) and a height limitation of 2 1/2 stories or 35 feet.
- R-4 Two Family Residential District (Duplex) with a minimum lot size of eight thousand (8,000) square feet.
- A-2 Apartment Residential District with a minimum lot size that varies from four thousand (4,000) square feet to one thousand, eight hundred fifty (1,850) square feet per unit with a height limitation of 35 feet.
- A-1-B Apartment Residential Business Office District with no minimum lot size except those prescribed for A-2 uses under the A-2 zone. Height limitation is 2 stories or 35 feet whichever is less.
- C-4 Local Commercial District with a maximum of four thousand (4,000) square feet of floor area and a height limitation of 2 stories or 35 feet.
- C-3 Retail Commercial District with no minimum required lot size and a height limitation of three stories or 45 feet.
- C-2 General Commercial District with no minimum required lot size and a height limitation of three stories or 45 feet.
- C-AC Commercial Auto Center with no minimum lot size.
- M-4 Manufacturing-Industrial Park District with a minimum lot size of two acres or more and a height limit of 2 stories or 35 feet.
- M-3 Light Manufacturing District with no minimum lot size and a height limit of three stories or 45 feet.
- M-2 General Manufacturing District with no minimum lot size and a height limit of three stories or 45 feet.
- M-1 Heavy Manufacturing District with no minimum lot size and a height limit of four stories or 60 feet.
- P-D Planned Development District.
- O-P Off Street Park and Loading District.
- B Buffer District.

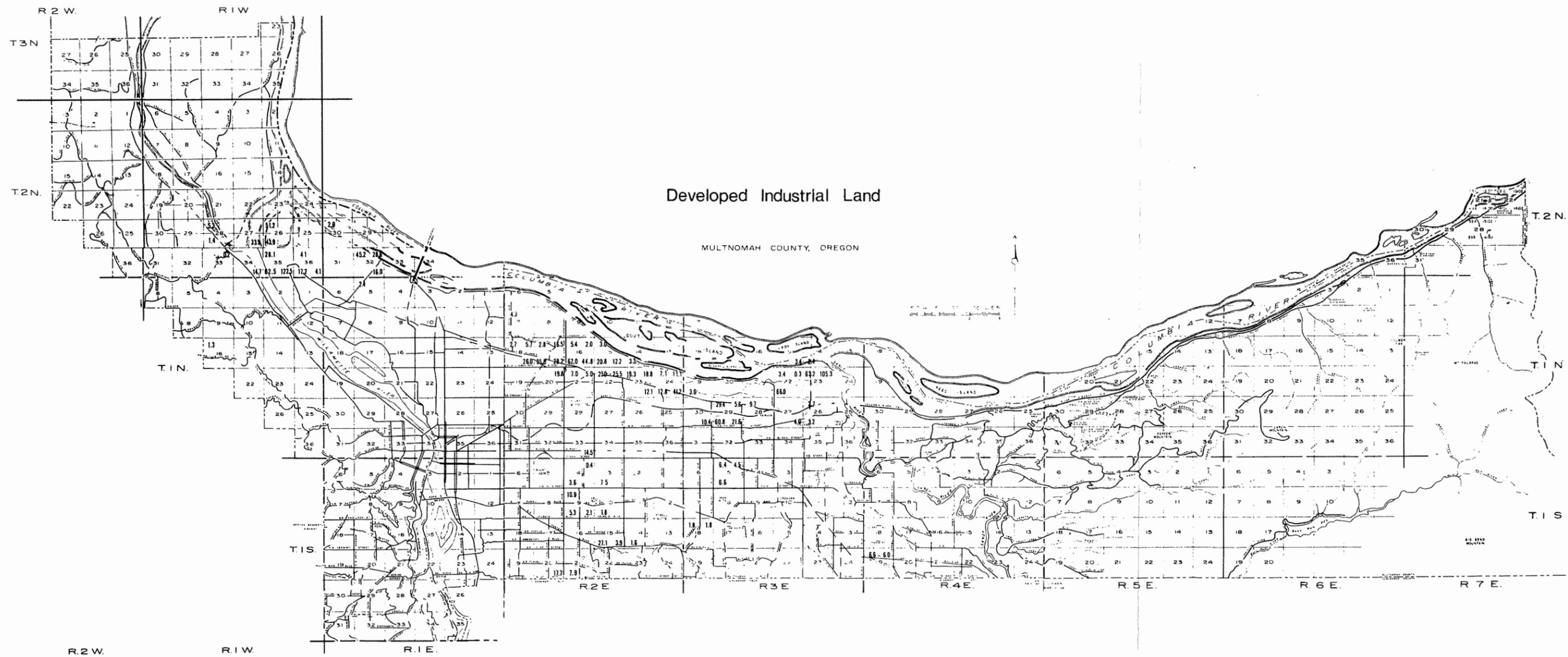
CHART I

AMOUNTS OF DEVELOPABLE AND UNDEVELOPABLE LAND WITHIN PROPOSED GROWTH BOUNDARY BY ACRES

ZONE	TOTAL ACRES	UN SUITABLE					DEVELOPABLE					
		DRAINAGE	SLOPE +15%	SLOPE +25%	SOILS	ACCESS	TOTAL	DEVELOPED	EXCESS SUITABLE	PASSED LOTS	VACANT SUITABLE	
F-2	2822.8	1322.6	--	--	272.2	38.7	1645.7	95.2	238.0	10	843.9	
SINGLE FAMILY	SR	437.9	8.5	--	--	157.1	--	165.6	25.4	76.2	--	170.7
	R-40	738.8	111.0	3.5	5.9	5.0	22.0	148.2	163.2	206.9	17	265.5
	R-30	520.1	1.4	55.7	3.6	--	2.7	62.0	328.6	89.6	47	38.5
	R-20	855.2	0.6	41.7	37.5	91.8	24.0	195.6	346.7	186.1	92	126.8
	R-10	3008.2	94.4	106.5	119.5	204.3	19.4	544.1	1715.3	267.1	589	481.7
	R-7.5	547.2	--	--	--	0.8	4.2	5.0	533.4	3.1	12	5.7
	R-70P	0.4	--	--	--	--	--	--	0.4	--	--	0.4
	R-7PD	19.5	--	--	--	--	--	--	0.7	--	--	18.8
	R-7	7327.7	14.8	47.4	48.4	64.1	141.3	311.9	6389.9	149.2	1938	476.7
	R-4	198.7	--	--	--	--	6.3	6.3	150.9	6.9	36	34.6
TOTAL	13,698.8	230.7	254.8	214.9	523.1	220.7	1438.7	9654.5	985.1	2731	1619.4	
MULTIPLE FAMILY	A-2	1004.4	0.5	--	--	--	12.1	12.6	866.3	33.8	67	91.7
	A-1	0.5	--	--	--	--	--	--	--	--	--	0.5
	A-1B	72.0	--	--	--	0.4	1.5	1.9	56.2	0.6	5	13.3
	A-20P	0.8	--	--	--	--	0.4	0.4	0.1	--	--	0.3
	A-2PD	12.5	--	--	--	--	--	--	12.5	--	--	--
	TOTAL	1090.2	0.5	--	--	0.4	14.0	14.9	935.1	34.4	72	105.8
COMMERCIAL	C-2	500.3	--	0.4	--	3.4	1.5	5.3	434.8	28.3	36	31.9
	C-3	461.3	--	--	2.6	3.0	9.7	15.3	353.2	6.3	70	86.5
	C-4	16.1	--	--	--	--	--	--	15.0	--	--	1.1
	CAC	6.8	--	--	--	--	--	--	5.4	--	--	1.4
	C-2PD	23.3	6.9	--	--	--	--	6.9	0.9	--	--	15.5
	C-30P	--	--	--	--	--	--	--	12.5	--	--	--
	TOTAL	1007.8	6.9	0.4	2.6	6.4	11.2	27.5	821.8	34.6	106	13.4
INDUSTRIAL	M-1	1733.9	871.9	--	--	75.8	11.0	958.7	247.7	84.7	--	442.8
	M-2	1052.7	144.8	--	--	50.6	64.2	259.6	368.0	30.1	12	395.0
	M-3	278.8	13.7	--	--	59.7	1.2	74.6	132.6	3.4	54	68.2
	M-3B	0.4	--	--	--	--	0.4	0.4	--	--	--	--
	M-4	8.9	--	--	--	--	--	--	4.2	--	--	4.7
TOTAL	3074.7	1030.4	--	--	186.1	76.8	1293.3	752.5	118.2	66	910.7	

Public and Institutional 3009.2  
Right of Way 3644.7





Developed Industrial Land

MULTNOMAH COUNTY, OREGON

R.2W.

R.1W.

R.1E.

R.2E.

R.3E.

R.4E.

R.5E.

R.6E.

R.7E.

T.3N.

T.2N.

T.1N.

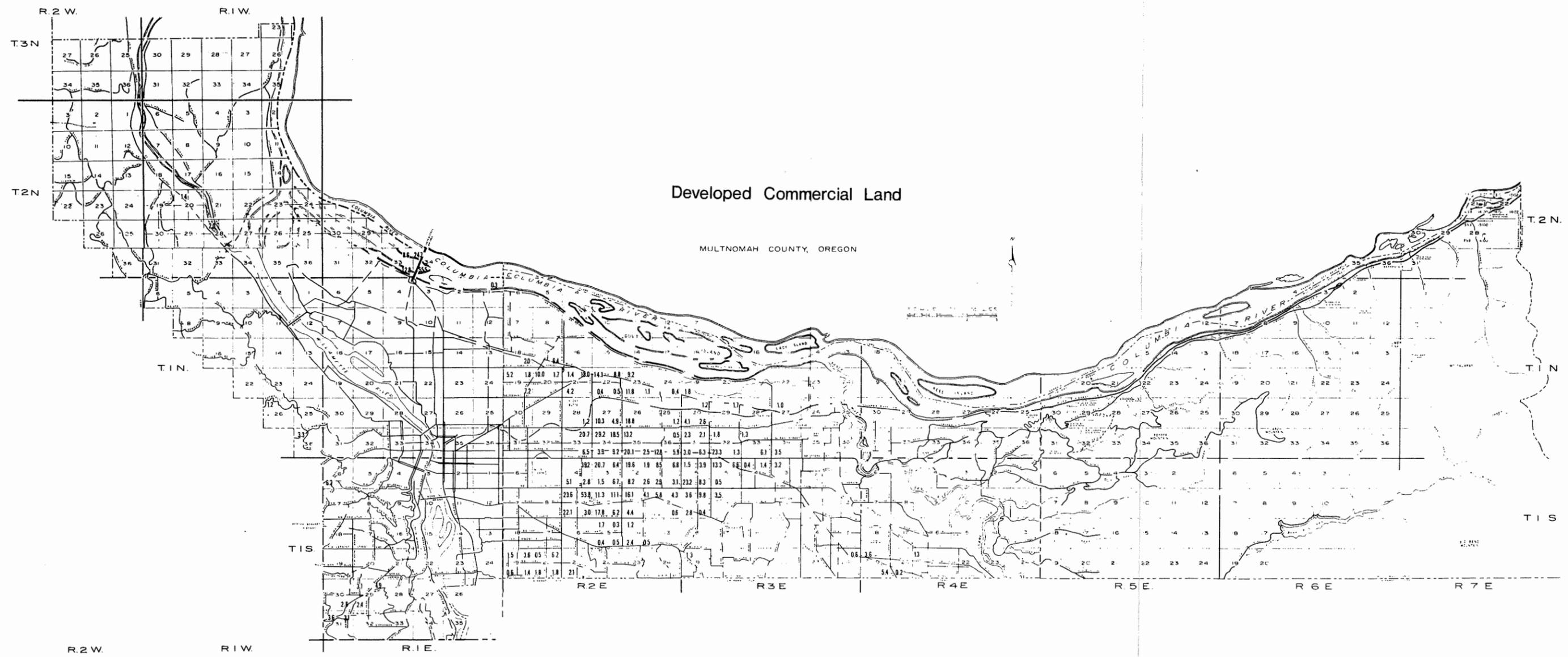
T.1S.

T.2N.

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T.1S.





R.2W.

R.1W.

R.1E.

R.2E.

R.3E.

R.4E.

R.5E.

R.6E.

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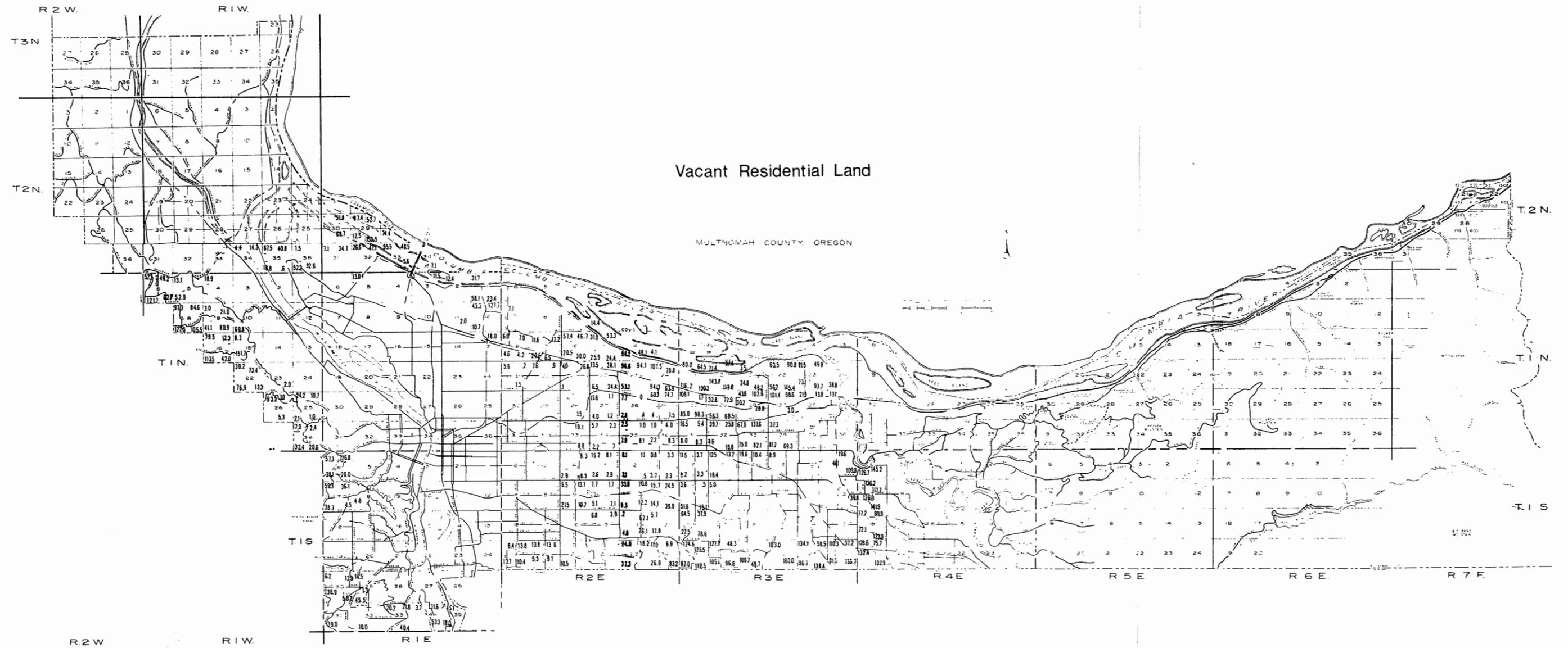
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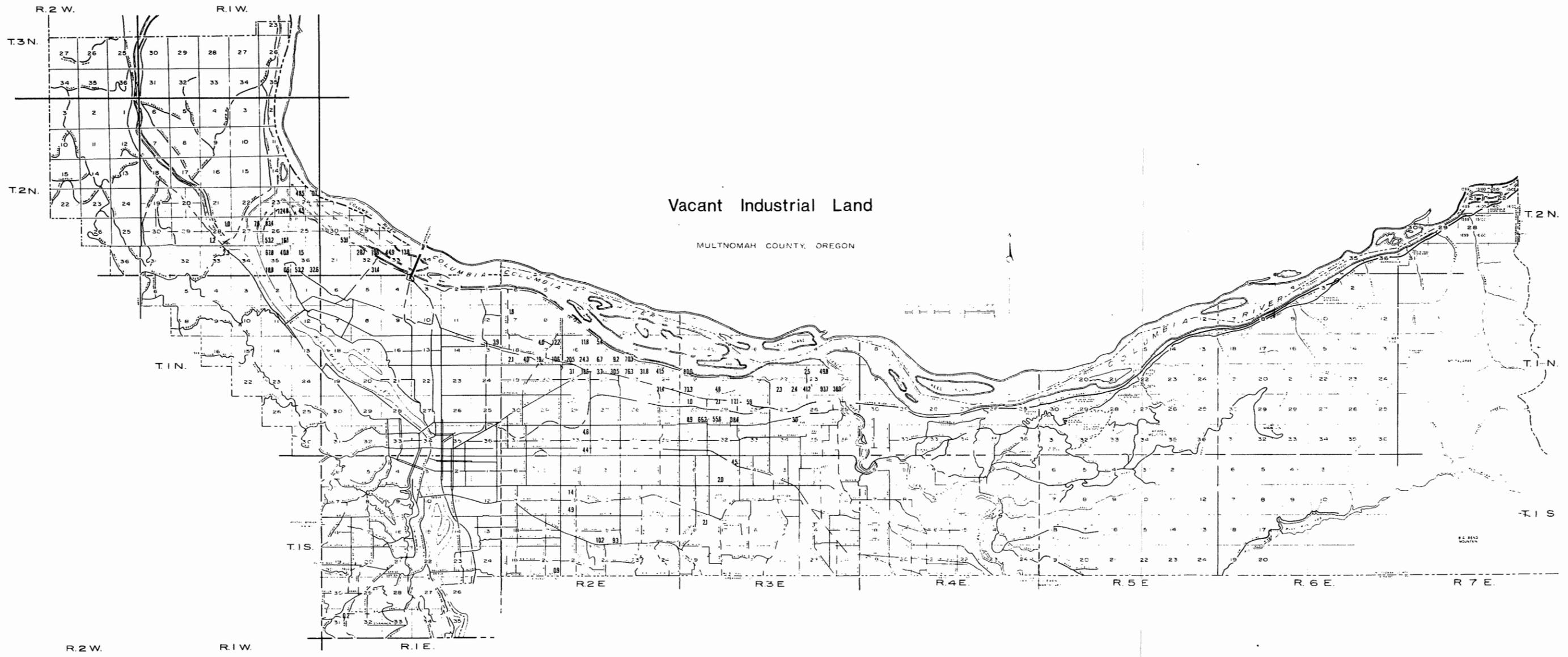
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LAND NEEDED TO ACCOMMODATE FUTURE GROWTH

The following are estimates of land needed to accommodate growth based on alternative population estimates and residential land development patterns. The residential development occupies approximately 54% of the land area. The remaining 46% includes streets, stores, industrial uses, and public facilities.

The purpose of this section is to examine the amount of land included in the proposed urban area shown on the Comprehensive Framework Plan Map. There are, however, many factors which could alter these figures and therefore they should only be used as a guide.

<u>Population Projection</u>		<u>Total Additional Land Needed</u> (Acres) <sup>1</sup>	<u>Total Additional Residential Land (Acres)<sup>2</sup> Needed</u>	
			<u>Low Density Mix</u>	<u>Medium Density Mix</u>
Low	39,300	4,861	3500	3390
Medium	60,400	7,500	5400	5220
High	91,300	11,320	8150	7880

1. Computed by taking the "Residential Low Density Mix" figures minus 25% which was included for streets and using the following formula:

$$\frac{\text{Total Residential Land - Streets} \times 0.46}{0.54} = \text{Non-Residential Land Needs}$$

$$\text{Non-Residential Land Needs} + [\text{Residential Land (-Streets)}] = \text{Total Land}$$

2. The following variables were used to determine the amount of land needed for residential uses:

<u>Variables</u>	<u>Single Family</u>	<u>Multiple Family</u>
Higher Density Mix	35% (units)	65% (units)
Lower Density Mix	40% (units)	60% (units)
People Per Unit	2.9	1.7
Vacancy Rate	2%	5%
Units Per Acre	4	10
Land for Streets	25%	20%

The land use tabulation of vacant land zoned for farm and residential purposes located within the proposed urban growth boundary (i.e., the area shown as brown on the Comprehensive Framework Plan) showed:

1. 2,569 acres are vacant and developable;
2. 1,257 acres are excess vacant and developable. "Excess vacant" is defined as large lots on which there is existing housing, but on which additional housing units could be constructed.
3. 3,099 acres which are considered undevelopable due to topography, soil conditions, poor drainage, or no access. In addition, approximately 700 acres in highly productive nursery stock were placed in this category; however, over the long range, it is developable.

This study did not address three other important questions.

1. Is all of the land which is vacant, suitable for development, i.e., would people locate in these areas or are there surrounding developments, i.e., gravel pits or industrial uses which make the areas unsaleable for residential uses.
2. How much of the land is available, i.e., how many parcels are on the market at a reasonable price. This question relates to supply and demand which is related to price and the ultimate cost of housing.
3. How much total additional land will be needed for industrial and commercial development, public facilities, and streets. In a planned community, about 54% of the land area is developed for residential purposes. This detailed study will be part of the community planning process.

Urban sprawl, because of the cost of providing services and inefficient use of land, is viewed to be undesirable. However, if the amount of land available is too restricted, the social-economic effects could be of a greater consequence. That is, rather than paying higher taxes for services, whether or not reflected in housing costs, the higher land costs will be reflected in all housing costs. Housing costs are based on the price of comparable housing. This can exclude a greater number of people from the market and be inflationary.

While it is possible to conclude there is an inadequate amount of land shown within the urban growth boundary, it is premature to draw that conclusion because:

1. The density of development within the urban area has not been determined. This will take place during the community planning process;
2. The density of development to be allowed within the cities in the County has not been adopted;
3. The amount of land needed for other uses has not been determined; and
4. There is adequate land for the next five to ten years for development.

Conversely, it may be possible to argue that too much land has been included in the growth because technology and engineering can overcome the limitations in the areas defined as "undevelopable" and too, higher densities can be achieved in large lot areas. It would, however, be premature to draw this conclusion because:

1. No cost estimates have been prepared which indicate the cost of providing services or the additional building costs.
2. It is unknown whether homes built in these areas will sell because of the limitations or because of the higher construction costs as contrasted with the same home in another location.
3. Builders generally cannot overcome the time and cost constraints of assembling small parcels, i.e., the excess buildable lands.
4. Estimates have not been made for the total amount of land required to provide for residential, commercial, industrial and public uses. This will be a part of the community planning process.
5. The amount of land for sale at a reasonable cost is unknown.



FEDERAL,  
STATE, AND  
REGIONAL  
REQUIREMENTS



## FEDERAL, STATE, AND REGIONAL REQUIREMENTS

Environmental, social, and economic problems transcend political jurisdictional boundaries. However, historically, cities and counties have confined their planning efforts to their own jurisdictions and to the problems facing the immediate community.

Recognizing that actions by one jurisdiction do affect another jurisdiction, the Federal and State governments have enacted laws requiring the coordination of planning programs to focus on the region as a whole.

Multnomah County clearly has a responsibility to examine the regional perspective and address the regional needs in its planning program. The County also has a responsibility to assess the impacts of its policies on the region as a whole. Therefore, as a part of its planning process, the County must analyze its regional responsibilities as follows:

1. Census data compiled by the United States Department of Commerce, Bureau of Census, includes Multnomah County in the Standard Metropolitan Statistical Area (SMSA).
2. The Rules and Regulations for the Federal Highway Administration require that land use, air quality and transportation be interrelated on a regional basis.
3. Federal Law (Section 134, Title 23) requires urban areas of more than fifty thousand population to conduct a continuing, comprehensive, and cooperative transportation planning process to qualify for Federal financial assistance to regional transportation projects. The Governor of Oregon designated the Columbia Region Association of Governments as the area-wide planning agency responsible for carrying out the "Three C" (continuing, comprehensive, and cooperative) process in the Portland area.
4. Office of Management and Budget Circular No. A-95 requires all requests for federal assistance to jurisdictions in metropolitan areas to be accompanied by the comments of an area-wide comprehensive planning agency. The Columbia Region Association of Governments is the area-wide coordinating and planning agency responsible for "A-95 Review."
5. The U.S. Environmental Protection Agency has designated CRAG as an area-wide Waste Treatment Planning Agency under provisions of P.L. 92-500, Section 208. This includes identification of structural and non-structural techniques for control of municipal and industrial wastewater, urban storm water runoff, combined sewer overflows, residual wastes and remaining non-point waste sources.

## OTHER REQUIREMENTS FOR PLANNING

Multnomah County is required by State Law to prepare a comprehensive plan for the unincorporated portions of the County. The plan is a legal document and must meet the standards set forth in Chapters 197 and 215 of Oregon Revised Statutes.

The 1973 Legislature created the Department of Land Conservation and Development to be directed by a seven member commission appointed by the Governor. The Commission was charged, among other duties, with establishing state-wide planning goals consistent with regional county and city concerns.

In December, 1974, the Commission adopted fourteen land use planning goals and on December 6, 1975, a fifteenth goal was added. These goals have the full force of law, and are the umbrella policies for local planning efforts. The goals require Multnomah County to:

1. Provide opportunity for citizen involvement.
2. Establish a land use planning process and policy framework.
3. Preserve and maintain agricultural lands.
4. Conserve forest lands for forest uses.
5. Conserve open space and protect natural and scenic resources.
6. Maintain and improve the quality of our air, water and land resources.
7. Protect life and property from natural disasters and hazards.
8. Satisfy the recreation needs of the citizens of the State and visitors.
9. Diversify and improve the economy of the State.
10. Provide for the housing needs of the citizens.
11. Plan and develop a timely, orderly, and efficient arrangement of public facilities and services.
12. Provide and encourage a safe, convenient, and economic transportation system.
13. Conserve energy.
14. Provide an orderly and efficient transition from rural to urban land use.
15. Protect, conserve, enhance and maintain the natural scenic, historical, agricultural, economic and recreational qualities of the Willamette Greenway.

## COLUMBIA REGION ASSOCIATION OF GOVERNMENTS (CRAG)

The 1973 Legislature enacted legislation designating CRAG as the regional planning agency and required it to adopt regional land use planning goals and objectives; prepare, maintain, and modify as necessary a plan for the region; and coordinate the land use planning activities of its members and associate members.

### The County Relationship to LCDC and CRAG

Multnomah County believes that its overall planning mission is to provide for the needs of County residents and to protect the broad public interest.

If conflicts occur between the County's plan and the State goals, the County will petition LCDC for an "exception," (which is provided for and which the State may or may not grant).

If conflicts occur between the County's plan and the CRAG goals or plan, the County will formally request CRAG to amend its plan to conform to the County's plan.

### STATE AND FEDERAL AGENCIES AFFECT COUNTY PLANS

In addition to County regulations, there are Federal and State agencies which through their regulatory power directly or indirectly affect how land is used. For example, the State Department of Environmental Quality can restrict development in areas where it is determined a proposed use will create a health hazard.

Implementation of the Comprehensive Plan is affected by the construction of water lines, highways, and schools. These facilities are provided by agencies other than the County and have a direct impact on where and when development occurs, although the County has limited control over where and when these facilities are constructed. However, as the result of federal and state legislature, the Columbia Region Association of Governments is now required to coordinate the activities of the various governmental entities.

The following is a brief discussion of the many agencies which implement plans and participate in the decision making process. For an in depth understanding of State authorized powers and duties, the Oregon Revised Statutes should be consulted.

#### Federal Agencies

U.S. Forest Service administers 72,000 acres of land in Multnomah County, including parts of the Columbia Gorge and Bull Run watershed. The Forest Service is in charge of planning for this administrative area as well as enforcement of their departmental policies.

Bureau of Land Management administers approximately 5,000 acres of land in the County and contributes over \$500,000 annually in lieu of taxes.

The Corps of Engineers has regulations dealing with all development affecting navigable water. They conduct studies, issue permits, restrict or fund projects dealing with navigation, flood control, recreation, conservation, preservation, and wildlife management.

The Environmental Protection Agency sets standards for air and water quality to protect the high quality of the environment. These standards are enforced by the Oregon Department of Environmental Quality.

#### State of Oregon

State Department of Forestry administers the regulations of the Oregon Forest Practices act on private and non-federal public owned forest lands in the County, and also provides forest protection for forest lands.

State Water Resources Department through the State Engineer's Office, provides technical information on well logs, ground water and surface water. Individual wells must be registered with the State Engineer's Office. The State Board of Health regulates water wells used for community water.

Department of Environmental Quality (DEQ) administers regulations concerning air, land, noise, and water quality. Because this agency issues septic and cesspool permits, air discharge and indirect source permits, DEQ has direct impact on land use.

Department of Transportation is responsible for the design and construction of all State and Federal highway projects within Multnomah County.

Parks and Recreation section of the Department of Transportation is in charge of State Parks, the Scenic Rivers Program (including the Sandy Scenic Waterway and the Willamette Greenway), and state-wide comprehensive planning for outdoor recreation.

Department of Fish and Wildlife is responsible for managing the wildlife resources of the County, and operates a wildlife management unit on Sauvie Island.

Department of Geology and Mineral Industries issues permits dealing with mineral extraction, and has regulations dealing with extraction and reclamation. They also provide advice to local jurisdictions on matters relating to mineral resources and geology.

Department of Health develops and enforces standards relating to solid waste and water supply protection.

Department of Commerce has broad powers, some of which affect the quality of land development. The development and/or enforcement of the Uniform Building Code, Mobile Home Construction and safety standards, and mobile home park standards are among the more important ones.

Portland Metropolitan Area Local Government Boundary Commission is a State agency created by the 1969 Legislature which reviews and approves or denies boundary changes for cities and special service districts. It has the power to form, merge, consolidate or dissolve entities; however, its major activity involves annexations to cities and extension of service districts.

Tax Supervising and Conservation Commission is a State agency responsible for the review and approval of all local government budgets in Multnomah County.

#### Service Districts

Special Service District can be defined as "a legally constituted governmental entity, which is neither a city or a county, but is established for the purpose of carrying on specific activities within definitely defined boundaries." The area of a district may cover only a small portion of the county, or may be multi-city or multi-county in scope. It may be (legally) limited to a single function or permitted to perform multiple functions. Its governing body may be the elected officials in the jurisdiction in which it is located or a separate body.

#### Special Districts in Multnomah County

Tri-Met. The Tri-County Metropolitan Transportation District plans and operates the public transportation system and has a major impact on development in the urban area.

Metropolitan Service District (MSD). The Metropolitan Service District is charged with the provision or control of sewage disposal, solid and liquid waste disposal, surface water drainage, public transportation facilities, and the zoo. All but the zoo have a direct and strong influence on land use planning and implementation. At present, the major MSD emphasis is in the areas of solid waste disposal and surface water drainage.

Port of Portland. The Port of Portland is charged with promoting maritime shipping, aviation, commercial and industrial interests of the region. In addition, it can construct and operate recreation facilities. The Port has broad powers of land condemnation, acquisition, development, and sale, as well as extensive control over waterways within its jurisdiction.

Water Districts provide the distribution system to carry water to the user. Each determines when and where to provide this service within its own district. Multnomah County water districts are:

Burlington Water District	Parkrose Water District
Capital Highway Water District	Pleasant Home Water District
Corbett Water District	Powell Valley Road Water District
Darlington Water District	Powell Valley Road Water District No. 2
Gilbert Water District	Richland Water District
Hazelwood Water District	Rockwood Water District
Lusted Water District	Rose City Water District
Palatine Hill Water District	Sylvan Water District
	Valley View Water District

### School Districts

School districts have a broad range of responsibility including selecting school sites and constructing schools. County regulations require approval of proposed sites. School districts within the County are:

Scappoose District 9J	Washington County I.E.D.
Portland School District 1J	Centennial School District
Gresham School District U2J	Sauvie Island School District 19
Parkrose School District 3	Corbett School District 39
Gresham School District 4	David Douglas School District 40
West Orient School District 6J	Bonneville School District 46
Multnomah County I.E.D.	Riverdale School District 51J
Reynolds School District 7	Beaverton District 48J
Mt. Hood Community College	Columbia County I.E.D.
Portland Community College	Pleasant Valley 15J

### Drainage Districts

Drainage districts manage and maintain dikes, drainageways, canals, and equipment used for pumping. Drainage districts in the County are:

Peninsula Drainage Districts 1 and 2  
Sandy Drainage District  
Section Line Drainage District  
Sauvie Island Drainage District  
Multnomah County Drainage District No. 1

### Fire Districts

Valley View Water District*	Gresham Fire District
Capitol Highway Water District*	RFPD No. 12 - Errol Heights
FPD No. 1*	RFPD No. 20 - Skyline
FPD No. 10 - Multnomah County	FPD No. 1J
FPD No. 14 - Corbett-Springdale	

\* Contract with the City of Portland for fire protection.

### Sanitary Sewer Districts

Dunthorpe-Riverdale Service District #1  
Central County Service District #3  
Sylvan Heights Service District #4  
Tualatin Heights Service District #5  
Columbia-Wilcox Service District #6  
Ara Vista Service District #9  
The Highlands Service District #20

### Street Lighting

Mid-County Street Lighting District #14

# PURPOSE

The goals of Multnomah County's Planning Program are to protect the public health, safety, and welfare by assuring that:

1. Multnomah County's unique natural resources are protected and that renewable resources are utilized in a responsible manner.
2. The people of Multnomah County are provided with a safe and healthy living environment.
3. Public services and support facilities are provided in a timely, safe and efficient manner as an integral part of the development process.
4. Citizens, special interest groups and investors are able to clearly identify the planning issues and problems and participate in formulating solutions.

The goals of the Framework Plan are to:

1. Formulate a plan within the standards set by law and which reflects the citizen needs and desires and the unique character of Multnomah County.
2. Identify the suitability and capability of the lands within Multnomah County to support various land uses and adopt basic land use categories and standards to protect these resources.
3. Define the natural restraints, hazards and opportunities and adopt appropriate land use standards to protect both land and developments.
4. Provide adequate land for urban development and adopt development standards and land use locational criteria to encourage a people oriented environment.
5. Define a method to determine the need for public services and a program to finance them.
6. Establish a uniform County-wide policy framework for:
  - a. The development of individualized community plans, and
  - b. The review of development proposals.<sup>1/</sup>

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1/ Development proposals are defined as any action which requires a major or minor revision to the Comprehensive Plan, a zone change, a conditional use, a community service designation, or design review, or any action which results in a major partition or subdivision of land.

7. Provide an established set of policies to be used by:
  - a. Citizens in preparing community plans, reviewing development proposals and testifying before decision makers.
  - b. Interest groups in reviewing plans and proposals and testifying before decision makers.
  - c. Investors in preparing applications to be reviewed by the county, public agency personnel and decision makers.
  - d. County and public agency personnel in providing assistance to citizens, interest groups and investors, and in making recommendations to decision makers.
  - e. Decision makers as the standard for approval or approval with conditions or denial of plans or development proposals.
8. Provide the standard on which the tools of implementation are applied including, but not limited to zoning, subdivision and partitioning regulations, capital improvements programming, and design review.

#### PLAN FORMAT

Each Plan Section is organized in the following manner:

1. An introductory statement including a discussion of the intent and purpose, precedes each policy.
2. The policy statements are of three types:
  - a. Performance criteria policies which establish standards for environmental quality, energy conservation, transportation facilities, public utilities and uses, and open space.
  - b. Locational criteria policies which establish criteria for the designation of land use areas on the plan map and in making decisions on development proposals. These policies apply to the location of housing, commercial, industrial and public facilities.
  - c. Policy directives to the County for making decisions and preparing plans.
3. Strategies which are recommendations and set forth the means for implementing the plan; i.e., the preparation of specific plans, adoption of regulations, and special study commissions.

## PLAN IMPLEMENTATION

This plan, as a legal document, is a statement of public policy. There are many tools of implementation which will be used to carry out the plan. Some of these tools will be contained in a Community Development Ordinance. This ordinance will include the following list of Articles; however, it should be noted that after each policy within the plan is a Strategy Section. Within each strategy section, the provisions are listed which should be contained in the Community Development Ordinance to carry out the policy.

## COMMUNITY DEVELOPMENT ORDINANCE

Article I. Planning Authority Article which provides for:

1. Organization of the Planning Commission and delegation of its powers and duties;
2. Procedures for revising the Comprehensive Plan and its implementing measures; and
3. Such other planning provisions and standards as may be prescribed by the Board of County Commissioners.

Article II. Hearings Authority Article which provides for:

1. Organization of the Hearings Council and Board of Adjustment and/or Hearings Officer and delegation of their powers and duties;
2. General provisions regarding administrative duties, enforcement, administration action and hearings, appeals, amendments, variances, permits and certificates, and non-conforming uses; and
3. Such other Hearings Council provisions as may be required to comply with local, regional and statewide planning standards or as may be prescribed by the Board of County Commissioners.

Article III. Zoning Article which provides for:

1. Land use and development according to prescribed standards, considering the urban, rural and natural resource features of the Comprehensive Plan;
2. Zoning Districts appropriate to the land use designations of the Plan; considering appropriate and permitted uses and development, facilities and services within urban, rural and natural resource areas;

3. Use and development standards appropriate to the land use zoning district statements of intent and purpose;
4. General provisions regarding special districts, conditional uses, non-conforming uses, variances, exceptions and legality;
5. Method of administration; and
6. Such other zoning provisions as may be required to carry out local, regional and statewide planning requirements or as may be prescribed by the Board of County Commissioners.

Article IV. Land Division Article which provides for:

1. Land division standards, criteria, and procedures for subdivision, and major or minor partitioning;
2. Methods of administration; and
3. Such other land division provisions as may be required to carry out local, regional, and Statewide requirements or as may be thereby prescribed by the Board of County Commissioners.

Article V. Development Standards Article which provides for:

1. Design Review standards and guidelines to encourage attention to site use and structure design, considering environmental features, the character of the area, intended development functions, human, social and aesthetic needs, and creative project planning;
2. Planned development standards and guidelines for greater design flexibility through the planned unit development by specifying the types or characteristics of development that may be permitted, which may differ from one area to another;
3. Special planned areas to permit mixed use and development flexibility by authorizing development according to prescribed conditions, standards and guidelines to achieve the intent and policies of the Comprehensive Plan;
4. Site development standards to provide development terms and standards for off-street parking, signs, and similar elements required to carry out the intent and policy of the Comprehensive Plan;
5. Methods of Administration; and
6. Such other development or construction terms and criteria as may be required to carry out the Comprehensive Plan or as may be thereby prescribed by the Board of County Commissioners.

Article VI. County Streets and Roads Article which provides for:

1. Coordinated arrangement and improvement of streets and roads in accordance with authority granted in State and local to attain the following law in conformance with the Comprehensive Plan:
  - a. Adequate supervision, control and direction for the laying out, opening, establishment, locating, relocating, changing, alteration, straightening, working, grading, maintenance and keeping in repair and improvement of streets and roads; and
  - b. Adequate prescription of the methods and manner of working, improving and repairing all roads and streets with consideration for:
    - (1) Adequate right-of-way for streets;
    - (2) Adequate street improvement including access to abutting properties, curbs and pavement as well as traffic control;
    - (3) Adequate pedestrian and bikeway facilities; and
    - (4) Adequate drainage.
2. Methods of administration; and
3. Such other road and street standards as may be required to carry out the intent of this Article and the Comprehensive Plan.

Article VII. Service District Article which provides for:

1. Sewer regulations;
2. Sewer service charges;
3. Methods of administration; and
4. Such other service district standards as may be prescribed by the Board of County Commissioners.

Article VIII. Capital Improvements Article which provides for:

1. Capital improvements programming, considering capital needs requirements of the Comprehensive Plan, financial resources, and improvements program.
2. Development staging, considering available and programmed public facilities and services and preferred development areas.

3. Methods of administration; and
4. Such other public facility and service standards as may be required to carry out the Comprehensive Plan or as may be thereby prescribed by the Board of County Commissioners.

The Community Development Ordinance will be FORMULATED DURING THE VARIOUS PHASES OF THE PLANNING PROCESS considering the following:

1. Preparation of implementation measures to accord with the timing of, and need to carry out the Comprehensive Plan;
2. Sufficient time for collection of necessary factual information, gradual refinement of implementation measures, and identification and resolution of issues; and
3. Adoption of implementation measures to accord with the intent, purpose, policies and terms of the Comprehensive Plan.

#### HOW TO USE THE PLAN FOR LAND USE ACTIONS

##### 1. Functions of the Plan

The plan serves an administrative as well as legislative function. With respect to administrative or quasi-judicial matters, the plan establishes a policy framework for decision making on such matters as:

- a. Revisions to the Comprehensive Plan;
- b. Zone changes;
- c. Conditional uses or community service uses; and
- d. Subdivisions and major partitions.

##### 2. Land Use Actions - How to Use the Plan

In order to determine the effect of the plan on individual parcels of land, or on proposals for development, the following steps can be followed:

- a. Determine the Land Area Classification that applies to the parcel of land (Urban, Rural Center, Rural Residential, Agriculture, Multiple Use-Farm, Commercial Forest or Multiple Use-Forest) and read the related plan text and policies;
- b. Call the County, Land Development Section, and ask for the zoning designation on the property by providing them with the legal description, i.e.: the Section, Township, Range and Lot Number or Subdivision Name, Block and Lot Number;

- c. If the plan and zoning accord with what you want to do, check with the Land Development Section to determine if there are any other applicable regulations; or
- d. If the plan or zoning prohibits the proposed use, request of a preapplication conference with the Land Development Section staff for assistance in determining all of the alternative courses of action.



# ADMINISTRATIVE GUIDELINES AND POLICIES

This Section contains the following policies and guidelines:

Plan Relationships Policy  
Administrative Guidelines  
Off-Site Effects Policy



# PLAN RELATIONSHIPS POLICY

The purpose of this policy is to establish the relationships between this Comprehensive Framework Plan ("Framework Plan") and:

1. The Statewide planning goals adopted by the Land Conservation and Development Commission;
2. The Regional Plan adopted by the Columbia Region Association of Governments;
3. The Comprehensive Plan in effect on the date this Framework Plan is adopted, including adopted community plans ("Pre-existing Plan"); and
4. Future community plans.

This policy also establishes the relationship between this Framework Plan and County zoning regulations.

IT IS THE COUNTY'S POLICY THAT:

- A. THIS FRAMEWORK PLAN AND ALL FUTURE COUNTY PLANS AND PLAN REVISIONS SHALL BE DESIGNED TO BE CONSISTENT WITH THE STATEWIDE PLANNING GOALS ADOPTED BY THE LAND CONSERVATION AND DEVELOPMENT COMMISSION AND THE REGIONAL PLAN ADOPTED BY THE COLUMBIA REGION ASSOCIATION OF GOVERNMENTS.
- B. COMMUNITY PLANS AND IMPLEMENTATION MEASURES ADOPTED BY MULTNOMAH COUNTY AFTER THE EFFECTIVE DATE OF THIS FRAMEWORK PLAN SHALL BE DESIGNED TO BE CONSISTENT WITH THIS FRAMEWORK PLAN.
- C. IN DETERMINING THE PERMISSIBLE USES OF A SPECIFIC PARCEL, THE PROVISIONS OF AN APPLICABLE COMMUNITY PLAN, IF ANY, SHALL CONTROL OVER CONFLICTING PROVISIONS OF THIS FRAMEWORK PLAN OR THE PRE-EXISTING PLAN.

POLICY CONTINUED ON NEXT PAGE

CONTINUED

- D. IN AREAS DESIGNATED BY THIS FRAMEWORK PLAN AS NATURAL RESOURCE OR RURAL, THE COMPARABLE LAND USE DESIGNATIONS ON THE PRE-EXISTING PLAN SHALL BE REPEALED ON THE DATE THE FRAMEWORK PLAN IS ADOPTED. AT THAT TIME, ZONING REGULATIONS IMPLEMENTING THE FRAMEWORK PLAN DESIGNATIONS SHALL BE ADOPTED.
  - A. THE NEW ZONING REGULATIONS SHALL PROVIDE, AMONG OTHER THINGS, FOR THE CONTINUANCE, BUT NOT THE EXPANSION OF NON-CONFORMING USES.
  
- E. IN AREAS DESIGNATED BY THIS FRAMEWORK PLAN AS URBAN, ALL DESIGNATIONS APPEARING ON COMPARABLE PORTIONS OF (1) THE PRE-EXISTING PLAN AND (2) COUNTY ZONING MAPS, SHALL REMAIN IN EFFECT. ANY CHANGE IN SUCH DESIGNATIONS SHALL BE CONSISTENT WITH THIS FRAMEWORK PLAN. WHERE A PROPOSED USE IS PERMITTED BY BOTH THE PRE-EXISTING PLAN AND ZONING MAP, REQUIRED PERMITS MAY BE ISSUED, NOTWITHSTANDING A CONFLICT WITH THIS FRAMEWORK PLAN.

# ADMINISTRATIVE GUIDELINES

In recent years, the Oregon Legislature and appellate courts have set standards which local governments must follow in making decisions about changes in the Comprehensive Plan and zoning ordinance, or in approving other land use proposals, such as conditional or community service uses or land division applications affecting specific parcels of land. These standards, however, are subject to change and therefore, are not incorporated into this plan as public policy statements.

These standards are a framework in which the decision making process must take place and are applicable to all quasi-judicial land use actions. The purpose for including them in this document is to assist people using the plan in identifying the factors which will be evaluated by the County in making land use decisions.

In presenting a proposal for approval of quasi-judicial land use action, the proponent of the change must show that it conforms to the following standards, unless they are altered by law after adoption of this Comprehensive Framework Plan:

- A. The proposal is in conformance with the applicable State laws, including the goals adopted by the Land Conservation Development Commission, and the Regional Plan adopted by the Columbia Region Association of Governments;
- B. The proposal is in conformance with the applicable Comprehensive Framework Plan provisions, and zoning ordinance standards; and
- C. There is a showing of present public need for the change as measured by the standards of need in A above unless those standards are found inapplicable by the decision making body.

## STANDARDS

### A. Administrative Process

- 1. The County should prepare informational forms to assist the public in the use of the Comprehensive Plan and zoning ordinance.
- 2. The County should require the applicant for a land use action to address all requirements in writing before a proposal is considered by the Planning Commission, Hearings Council, or Board of Adjustment or administrative staff, as appropriate.

# OFF-SITE EFFECTS POLICY

## INTRODUCTION

Development proposals which meet all required standards may have "off-site" effects on surrounding properties or the community. Therefore, the County may attach appropriate conditions to approval of all land use actions which minimize these effects.

THE COUNTY'S POLICY IS TO APPLY CONDITIONS TO ITS APPROVAL OF LAND USE ACTIONS WHERE IT IS NECESSARY TO:

- 2**
- A. PROTECT THE PUBLIC FROM THE POTENTIALLY DELETERIOUS EFFECTS OF THE PROPOSED USE; OR
  - B. FULFILL THE NEED FOR PUBLIC SERVICE DEMANDS CREATED BY THE PROPOSED USE.

# CITIZEN INVOLVEMENT AND INTERGOVERNMENTAL COORDINATION POLICIES

This Section contains the following policies:

Citizen Involvement Policy  
Intergovernmental Coordination Policy



# CITIZEN INVOLVEMENT POLICY

## INTRODUCTION

Traditionally, planning has been confined to the arrangement of land uses without regard for the effects on people. Communities, however, are composed of three elements: the natural and constructed environments, and people. For planning to respond to community needs and desires, people must have an opportunity to be involved in developing plans which reflect and balance the environmental and economic interests and the social and service needs.

An informed public is essential to the functioning of land use planning. Effective participation requires education and information that produce: a clear understanding of the process; procedures and time tables of action on land planning issues; and, structures which allow various interests and viewpoints to be brought together.

Through informed public participation in planning decisions, the County can develop plans which are responsive to the public and special needs.

NOTE: As used in this Section, the word citizen includes individuals, organizations and interest groups.

The purposes of citizen involvement are to:

1. Provide methods by which County citizens, organizations, and interest groups have opportunities to be informed and participate in all phases of the County planning process;
2. Improve public understanding of planning programs;
3. Coordinate public involvement with the Planning Work Program so that citizen participation is timely;
4. Assure opportunity for citizens to be involved in making land use plans and policies;
5. Provide a structure for citizens to communicate to the County unmet community needs and community issues; and
6. provide a structure for citizens to comment on the planning programs of regional, state or federal agencies.

3 THE COUNTY'S POLICY IS TO MAINTAIN A CITIZEN INVOLVEMENT PROGRAM THAT OFFERS OPPORTUNITIES FOR CITIZENS TO BE INVOLVED IN ALL PHASES OF THE LAND PLANNING PROCESS AND IN ADDITION TO PROVIDE:

- A. ASSISTANCE THROUGH THE DISTRIBUTION OF INFORMATION ON PLANNING;
- B. COORDINATION OF PUBLIC INVOLVEMENT;
- C. STRUCTURES FOR PUBLIC INVOLVEMENT IN THE DEVELOPMENT OF LAND USE PLANS AND POLICIES; AND
- D. OPPORTUNITIES FOR CITIZEN INVOLVEMENT IN REGIONAL, STATE AND FEDERAL PROGRAMS AND THE ADMINISTRATIVE DECISION MAKING PROCESS.

#### STRATEGY

The County should:

1. Provide public education and information on planning programs, issues and problems to citizens.
2. Develop a three-stage citizen involvement approach to implement land planning which coincides with the steps in the planning process and the work program, and which provides:
  - a. Opportunities for addressing county-wide concerns on a county-wide basis through appropriate methods such as town meetings, questionnaires, workshops;
  - b. Structures for participation in more specific issues to be embodied in community plans through:
    - (1) Citizen initiated Area Citizen Groups; and
    - (2) Specialized Citizen Task Forces; and
  - c. Opportunities for ongoing citizen participation in community-level planning, implementation, evaluation and revision of the Comprehensive Plan, and citizen input on zoning, subdivisions and capital improvements;

3. Respond to citizen recommendations to assure that citizens receive a response from policy makers which includes the rationale used to reach a decision; and
4. Periodically evaluate the citizen involvement program by means of a Committee for Citizen Involvement, composed of citizens and Planning Commission members.

NOTE: Recognizing the need for a citizen involvement structure, the Board of County Commissioners officially adopted a Citizen Involvement Program on December 18, 1975. The intent of this element in the Framework Plan is to reaffirm that program and insure its continuance.

# INTERGOVERNMENTAL COORDINATION POLICY

There are over one hundred different agencies; Federal, State and local governments and special service districts which provide services and are involved in planning or engage in activities which directly affect the County's plan. Examples of these activities are the water, sewer, school, and fire protection districts. Their boundaries are generally smaller than the County's and the boundaries of the various districts do not coincide. In order to assure the activities of the various agencies reinforce each other and the County's Comprehensive Plan, there must be intergovernmental coordination.

A second consideration with respect to intergovernmental coordination is that many activities transcend city and County boundaries. Consequently, regional management of problems is needed in such areas as transportation, air and water pollution, solid waste and housing. In addition, it has become apparent that areawide problems are not only inter-related in a geographical sense, they are inter-related in an interdisciplinary sense. For example, transportation planning must be consistent with water quality control planning. Recognizing these problems, the Federal government has established many statutory requirements which require regional planning and coordination with local governments.

A third consideration in the intergovernmental coordination policy is that the courts in other states have held that each local government must provide for its "fair share" of the regional housing needs. What is meant is that local communities cannot exclude certain types of housing from their jurisdiction and place the full burden on the central city. These decisions, in part, have resulted from the fact that jobs have moved to the suburbs where employees cannot find affordable housing. Therefore, the courts have said housing must be allocated on a regional basis, and this requires intergovernmental coordination.

The purposes of the intergovernmental coordination policy are:

1. To coordinate agency capital improvements programs with the County's comprehensive plan and capital improvements program.
2. To reduce the public cost of providing services by avoiding duplication of facilities or services and to reduce the costs resulting from duplicated studies.
3. To provide a coordinated approach to problems which transcend local government boundaries.
4. To increase the accountability and responsiveness by governmental entities.
5. To create an environment for the exchange of information and technical assistance.

6. To direct the activities of the agencies towards the implementation of the County's Comprehensive Plan.
7. To provide a forum in which regional needs can be allocated and addressed.

THE COUNTY'S POLICY IS TO PARTICIPATE IN INTER-GOVERNMENTAL COORDINATION EFFORTS WITH FEDERAL, STATE, AND LOCAL GOVERNMENTS AND WITH SPECIAL SERVICE DISTRICTS, AND IN ADDITION TO SUPPORT REGIONAL ACCOUNTABILITY AND RESPONSIVENESS TO REGIONAL NEEDS.

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#### STRATEGIES

The County should:

1. Invite all agencies to review its planning program on at least an annual basis.
2. Request the State and regional governments to provide it with data as to State and regional needs which should be addressed in the County's planning program.
3. Request the regional government to develop a uniform data compilation system.



# ECONOMIC DEVELOPMENT POLICY



# ECONOMIC DEVELOPMENT POLICY

## INTRODUCTION

Economic development occurs as a response to growth in population, employment opportunities, gross regional product and/or per capita income. It includes all sectors of the economy, public and private, and can occur naturally or as a result of direct efforts by private and public groups.

Economic development is important to Multnomah County because:

1. The labor force is expanding as youth complete school and women seek employment opportunities;
2. The County has an unemployment rate which is higher than the national average;
3. It creates jobs and public revenues and offsets the effects of inflation for consumers and government;
4. It provides capital for consumer purchase of homes, products, and services; and
5. It creates opportunities for upward social and economic mobility.

The purpose of the policy is to direct the establishment of an economic development program. Thereby, the County can work in concert with business and other governmental agencies to analyze the economic advantages of the County and try to match employment needs with economic growth. It is intended, however, that economic development be accommodated in an environmentally responsive manner and with consideration for the public costs.

There must be communication between government and business in order to insure the availability of the necessary preconditions for economic development. There are several important factors to industry and commerce when locational decisions are being made. These include: the continuous availability of natural and human resources, the existence of suitable sites with the necessary supportive services and activities including the availability of power sources and delivery systems; market potentials; and, social and cultural amenities. Business is also concerned with tax rates and policies, citizen attitudes, and legal requirements. Firms weigh their needs against the opportunities available within a community.

Concerted efforts by the public and private sectors working together within the framework of a comprehensive plan can result in positive economic development. This development can meet the needs of the community, and can result in reducing future costs of government and business, and it can be harmonious with the natural and built community environments.

THE COUNTY'S POLICY IS TO ESTABLISH, IMPLEMENT AND MAINTAIN AN ECONOMIC DEVELOPMENT PROGRAM WHICH:

- A. ENCOURAGES THE CREATION OF NEW AND CONTINUOUS EMPLOYMENT OPPORTUNITIES;
- B. ENCOURAGES A STABLE AND DIVERSIFIED ECONOMY;
- C. REFLECTS THE NEEDS OF THE UNEMPLOYED AND OF THOSE PERSONS WHO WILL ENTER THE LABOR MARKET IN THE FUTURE; AND
- D. PLACES THE COUNTY IN A POSITION OF BEING ABLE TO RESPOND TO MARKET OPPORTUNITIES BY PROVIDING TECHNICAL ASSISTANCE IN LOCATING AVAILABLE SITES FOR DEVELOPMENT.

AS PART OF THE PROGRAM, THE COUNTY WILL:

- E. IDENTIFY THE COMPARATIVE ADVANTAGES OF MULT-NOMAH COUNTY AS CONTRASTED WITH OTHER AREAS IN THE REGION;
- F. WORK IN CONCERT WITH PRIVATE INSTITUTIONS, CITIZENS, AND OTHER GOVERNMENTAL AGENCIES TO DEVELOP A COORDINATED ECONOMIC DEVELOPMENT PLAN;
- G. SUPPORT IMPROVEMENTS IN LOCAL CONDITIONS IN ORDER TO MAKE THE AREA ATTRACTIVE TO PRIVATE CAPITAL INVESTMENT. CONSIDERATION OF SUCH FACTORS AS THE FOLLOWING SHALL BE UNDERTAKEN: (1) TAX INCENTIVES AND DISINCENTIVES, (2) LAND USE CONTROLS AND ORDINANCES, AND (3) CAPITAL IMPROVEMENTS PROGRAMMING;
- H. WORK WITH EDUCATIONAL INSTITUTIONS TO DEVELOP RETRAINING AND VOCATIONAL TRAINING PROGRAMS;
- I. PROTECT EXISTING AND PLANNED INDUSTRIAL AND COMMERCIAL AREAS FROM ENCROACHMENT BY INCOMPATIBLE LAND USES;
- J. ENCOURAGE IMPROVEMENTS TO THE PUBLIC AND PRIVATE ELEMENTS OF THE TRANSPORTATION SYSTEM;
- K. COORDINATE WITH PUBLIC UTILITY COMPANIES TO INSURE ENERGY SUPPLIES ARE AVAILABLE TO AREAS PROGRAMMED FOR DEVELOPMENT AND REDEVELOPMENT; AND
- L. ESTABLISH A MONITORING PROCESS IN ORDER TO DETERMINE THE COSTS AND BENEFITS OF ECONOMIC GROWTH.

## STRATEGIES

- A. As a part of the ongoing planning program, the County should:
1. Organize the preparation of community plans which recognize the need for attractive living environments and community stability;
  2. Allocate adequate amounts of land for economic growth and support creation of business focal points;
  3. Work in concert with other governmental agencies, interest groups and business to identify the:
    - a. overall economic base;
    - b. linkages among businesses;
    - c. comparative advantages;
    - d. unmet needs of business;
    - e. projected labor force needs; and
    - f. programs which will assist the unemployed and enhance entrepreneurial skills; and
  4. Appoint and provide technical assistance to an Economic Development Advisory Commission. The duties of the Commission should be to:
    - a. Develop, coordinate, evaluate and monitor joint public and private capital investment programs for economic development;
    - b. Monitor the needs of business and the labor force and make recommendations on required public policies, programs and taxation changes;
    - c. Evaluate the County's comparative advantages, and identify under-utilized and undeveloped areas and resources;
    - d. Provide information on economic development potentials and constraints in the County and its planning areas in response to public and private inquiries;
    - e. Prepare and maintain an Overall Economic Development Plan required by the U.S. Department of Commerce, Economic Development Administration, (EDA), as a prerequisite to receiving grant funds; and
    - f. Review and make recommendations on federal and state legislative proposals considering the effects on both business and the community; and
  5. Apply for EDA Grants which enhance the County's ability to stimulate or support economic development;
  6. Develop a list of available sites including information on: the site and surrounding area characteristics, zoning, design regulations, public services available and proposed taxing policies, and possible public incentives;

7. Develop a manual which describes the County governmental structure and procedures and lists the requirements for the establishment of private enterprises in the County;
  8. Cooperate with high schools and colleges in their development of vocational training programs;
  9. Examine the need and feasibility of:
    - a. Neighborhood and community educational programs and centers which meet the academic, vocational, and social needs of area residents of all ages;
    - b. Funding for the establishment of private and/or quasi-public day care centers for working parents; and
  10. Support public funds for industries and businesses willing to train and employ the unemployed without employable skills;
  11. Encourage coordination of public and private agency efforts to provide services and goods to residents on limited and fixed incomes; and
  12. Establish and maintain a process of identifying the public benefits vs. the public costs of economic development.
- B. In the preparation of the Community Development Ordinance, the County should consider the overall environmental, social and economic costs of its regulations, weighing the public benefits vs. private costs.

# LAND AREA CLASSIFICATION POLICIES

This Section contains the following Land Area Classification Policies:

Urban Area

Rural Area

- . Rural Centers
- . Rural Residential

Natural Resource

- . Agriculture
- . Multiple Farm-Use
- . Commercial Forest
- . Multiple Use-Forest



## GROWTH MANAGEMENT

Urban-Rural Growth Management is not intended to stop growth, but rather to direct it into appropriate locations. Growth management is based on an analysis of the natural environment and resource base, and economic considerations, for example; the cost of providing and maintaining services such as sewer and water systems and roads; projected energy limitations and the need to provide a choice in the character of residential areas and communities.

The purposes of Growth Management which are implemented through the Plan policies, strategies, and standards are to set forth broad land area classifications which:

1. PRESERVE NON-RENEWABLE RESOURCES and encourage the CONSERVATION and use of RENEWABLE RESOURCES on a SUSTAINED YIELD BASIS;
2. MINIMIZE THE CONFLICTS between URBAN USES and NATURAL RESOURCE USES, such as agriculture and forestry, so that maximum benefits are realized in both categories;
3. CONTROL RURAL DEVELOPMENT within the constraints of the natural resource base and its limitations as well as the limits of the public to provide services;
4. PROVIDE FOR ORDERLY GROWTH THAT IS STAGED over time and recognizes the constraints of the natural resources base, as well as the need to focus development in an economically compatible manner with service requirements;
5. DIRECT GROWTH INTO RELATIVELY COMPACT, identifiable and desirable COMMUNITIES where people can, at reasonable cost, LIVE, WORK, SHOP, TRAVEL and enjoy an aesthetically PLEASANT ENVIRONMENT;
6. IDENTIFY PUBLIC NEED and interest through the balancing of social, economic and physical considerations; and
7. ALLOW LAND USE OPTIONS in the immediate future and for future generations, RESULTING FROM NEW TECHNOLOGY or the PUBLIC'S DESIRE for variations in both community structure and size.

The Broad Land Area Classifications are defined as follows:

### URBAN

URBAN: that portion of unincorporated Multnomah County where urban development has occurred and which includes adequate land to accommodate all projected land use needs to the year 2000.

## RURAL

RURAL CENTERS: areas with concentrated rural residential development combined with limited rural commercial and industrial development and limited public services.

RURAL RESIDENTIAL: areas not primarily suited to agriculture or forestry and where limited large lot development is not detrimental to the resource base.

## NATURAL RESOURCE

AGRICULTURAL: lands with predominantly Class I-IV soils as identified by the Agricultural Capability Classification System of the U.S. Soil Conservation Service, and where existing uses, the parcelization pattern and service levels are supportive of full-time commercial agricultural activities.

MULTIPLE USE-FARM: lands with predominantly Class I, II, or III soils as identified by the Agricultural Capability Classification System of the U.S. Soil Conservation Service, but where the existing uses, topography and parcelization pattern are not supportive of full time commercial agriculture or where full time commercial farming can take place on parcels of 20 acres or less.

COMMERCIAL FOREST: lands with predominantly Douglas Fir Forest Site Class I, II, or III, as identified by the Woodlands Groupings of the U.S. Soil Conservation Service, and where the primary activity is the raising and harvesting of timber for commercial purposes.

MULTIPLE USE-FOREST: lands with predominantly Douglas Fir Forest Site Class I, II, or III, as identified by the Woodlands Groupings of the U.S. Soil Conservation Service, but where the development influences preclude the raising and harvesting of timber as the only permitted principal use and where physical limitations exist for intensive development.

# MULTNOMAH

# COUNTY

## NATURAL RESOURCE

-  MULTIPLE USE AGRICULTURE
-  AGRICULTURE
-  MULTIPLE USE FOREST
-  COMMERCIAL FOREST
-  AREAS OF SIGNIFICANT ENVIRONMENTAL CONCERN

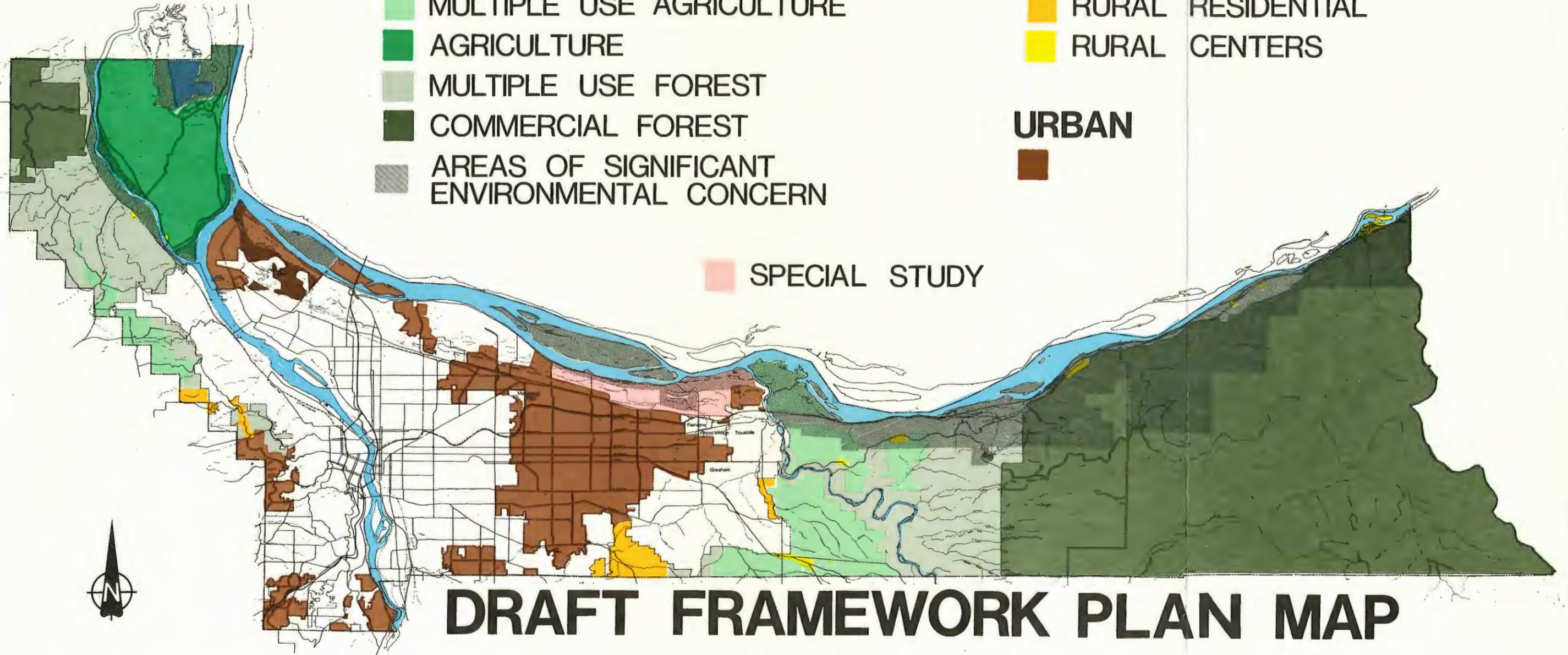
## RURAL AREAS

-  RURAL RESIDENTIAL
-  RURAL CENTERS

## URBAN



 SPECIAL STUDY



# DRAFT FRAMEWORK PLAN MAP

# URBAN LAND AREA POLICY

## INTRODUCTION

The purpose in defining the Urban Land Area Classification is to set forth the projected limits of urban development over the next 25-year time period. The appropriate policy statements in this plan are intended as standards for development. By defining the limits of urban development, the County can determine the service needs and develop a coordinated program for providing streets, sewer, water and other required facilities such as public transportation and parks.

While the purpose of the urban growth boundary is to define the limits of urban growth, the intent is to provide communities by emphasizing the social and economic aspects of urban life. The urban environment should include identifiable communities with a range of housing commercial and employment choices, and public and private services. These must be located and designed to relate to the needs of the people within the various communities.

The urban area will include all uses generally located in any metropolitan area; however, the location of these uses will be guided by the policies of this plan and community plans which will be prepared as part of the County's continuing planning program.

THE COUNTY'S POLICY IS TO MAINTAIN AN URBAN GROWTH BOUNDARY BASED ON FINDINGS WITH RESPECT TO:

- A. THE CAPACITY OF THE RESOURCE BASE TO ACCOMMODATE DEVELOPMENTS;
- B. THE DEMONSTRATED NEED TO ACCOMMODATE LONG-RANGE URBAN POPULATION GROWTH REQUIREMENTS CONSISTENT WITH THE LCDC GOALS AND COUNTY COMPREHENSIVE PLAN;
- C. THE NEED FOR HOUSING, EMPLOYMENT OPPORTUNITIES AND A LIVEABLE ENVIRONMENT;
- D. THE ORDERLY AND ECONOMIC PROVISION OF SERVICES AND FACILITIES;
- E. BALANCING ENVIRONMENTAL, ENERGY, ECONOMIC, AND SOCIAL CONSEQUENCES AND FACTORS;
- F. THE MAXIMUM EFFICIENT USE OF LANDS WITHIN AND ON THE URBAN FRINGE AREA; AND
- G. THE COMPATIBILITY OF PROPOSED URBAN USES WITH NEARBY AGRICULTURAL ACTIVITIES.

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## CONTINUED

WITHIN THE URBAN GROWTH BOUNDARY, THE COUNTY WILL MAINTAIN AN INVENTORY OF SUITABLE LAND TO MEET DEVELOPMENT NEEDS. SUITABLE LANDS WILL BE INVENTORIED ON THE BASIS OF:

- A. SLOPE;
- B. DRAINAGE;
- C. SOIL CAPABILITIES AND LIMITATION;
- D. GEOLOGY;
- E. AVAILABILITY OF SERVICES; AND
- F. ZONING CLASSIFICATION.

### STRATEGIES

- A. As a part of the continuing planning program, the County should:
  - 1. Initiate Community Plans which should consider among other factors:
    - a. community needs and issues;
    - b. community design, aesthetic quality and identity;
    - c. housing, commercial, and employment needs, recreation, open space and institutional needs;
    - d. appropriate housing types and density levels and the overall arrangement of land uses as they reinforce the activities of the residents;
    - e. transportation facilities and service capacities; and
    - f. capital improvements needs.
  - 2. Periodically re-examine the urban growth boundary based on the land use density and intensity levels established by the community plans and the resulting amount of land required to accommodate future needs;
  - 3. Establish a process for monitoring:
    - a. the amount and type of land available for development; and
    - b. land value changes; and
  - 4. Establish a set of criteria and process for amending the growth boundary.
- B. The following strategies should be addressed as part of the Community Development Ordinance:
  - 1. The Zoning Article: should include a broad range of residential, commercial, industrial zones, and community facilities provisions.

2. The Development Standards Article: should include provisions related to design, special planned areas, planned unit and planned developments and site development standards.
3. The County Streets and Roads Standards Article: should include criteria related to street widths, and construction standards and required improvements. Emphasis should be placed on minimizing public and private costs by analyzing the standards in relationship to function.
4. The Capital Improvements Program Article: should provide for the preparation and maintenance of a capital improvements program.

C. Implementation measures undertaken by the County will give primary consideration to infilling existing developed urban areas.

The conversion of land to another broad land use classification should be in accord with the standards set forth by the LCDC Goals and in this Plan.

# RURAL CENTERS & LAND AREA POLICY

## INTRODUCTION

The purpose of the Rural Center Land Area Classification is to provide for rural communities located outside of the urban growth boundary which include service centers in conjunction with limited commercial, residential and industrial uses. Public sewer service will not be provided, and other services will be limited. The intensity and types of uses will be appropriate to a rural community.

The intent of the Rural Center Classification is to provide for rural communities and services for the residents and businesses located in the natural resource areas of the County, and is not intended to encourage growth of centers as dense communities. The arrangement of the land use pattern will be guided by the policies contained in this plan and community plans which will be prepared as a part of the County's continuing planning program.

THE COUNTY'S POLICY IS TO MAINTAIN RURAL CENTER GROWTH BOUNDARIES BASED ON FINDINGS WITH RESPECT TO:

- A. THE CAPACITY OF THE NATURAL RESOURCE BASE TO ACCOMMODATE DEVELOPMENT;
- B. THE IMPACT ON ADJACENT RURAL OR NATURAL RESOURCE AREAS;
- C. THE DEMAND FOR LAND IN THIS CLASSIFICATION;
- D. THE CAPACITY AND CONDITION OF EXISTING SERVICES;
- E. THE FINANCIAL IMPACTS ON THE LOCAL TAX STRUCTURE;
- F. THE ENVIRONMENTAL, ENERGY, ECONOMIC AND SOCIAL CONSEQUENCES;
- G. THE NEED FOR HOUSING, EMPLOYMENT OPPORTUNITIES AND SERVICES;
- H. THE NEED TO RETAIN AGRICULTURAL LAND AS DEFINED, WITH CLASS I BEING THE HIGHEST PRIORITY FOR RETENTION AND CLASS VI THE LOWEST PRIORITY;
- I. COMPATIBILITY OF THE CENTER WITH NEARBY AGRICULTURAL OR FORESTRY ACTIVITIES; AND
- J. THE DEMONSTRATED NEED TO ACCOMMODATE GROWTH CONSISTENT WITH THE LCDC GOALS AND THIS PLAN.

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## CONTINUED

WITHIN THE RURAL CENTER GROWTH BOUNDARIES, THE COUNTY WILL MAINTAIN AN INVENTORY OF SUITABLE LAND TO MEET DEVELOPMENT NEEDS. SUITABLE LANDS WILL BE INVENTORIED ON THE BASIS OF:

- A. SLOPE;
- B. DRAINAGE AND GROUND WATER;
- C. SOIL CAPACITIES AND LIMITATIONS;
- D. GEOLOGY;
- F. AVAILABILITY OF SERVICES; AND
- G. ZONING CLASSIFICATION.

### STRATEGIES

- A. As a part of the continuing planning program, the County should:
  - 1. Initiate Rural Community Plans which should consider among other factors:
    - a. community needs and issues;
    - b. community design, aesthetic quality, and identity;
    - c. housing, commercial, and employment needs, recreation, open space and institutional needs;
    - d. appropriate housing types and density levels and the overall arrangement of land uses as they reinforce the activities of the residents;
    - e. transportation facilities and service capacities;
    - f. capital improvement needs; and
  - 2. Re-examine the rural center growth boundary based on the land use density and intensity levels established by the community plans and the resulting amount of land required to accommodate future needs;
  - 3. Establish a process for monitoring:
    - a. the amount and type of land available for development;
    - b. land value changes; and
  - 4. Establish a set of criteria and a process for amending the growth boundary.
- B. The following strategies should be addressed in the preparation of the Community Development Ordinance:
  - 1. The Zoning Article: should include provisions for such uses as:

- a. rural low density residential and farm and forest uses as primary uses;
  - b. limited commercial and industrial uses on appropriate lots sizes, mixed uses, home occupations, cottage industries, natural resource and extractive industries and community facilities as conditional uses; and
  - c. lots of record; and
2. Zoning Classifications and lot sizes should be based on such factors as:
- a. topographic and natural features;
  - b. geologic and soil limitations and soil types;
  - c. micro-climatic conditions;
  - d. surface water sources, watershed areas and ground water sources;
  - e. the existing land use and lotting pattern and character of the area;
  - f. road capacity and condition;
  - g. capacity and level of public services available;
  - h. type of water supply;
  - i. soil capabilities related to a subsurface sewerage disposal system; and
  - j. the need for varying types of classifications.
3. The Development Standards Article: should include provisions related to site development and design standards.
4. The County Streets and Roads Standards Article: should include criteria related to street widths, construction standards and required improvements appropriate to the function of the road and a semi-rural environment.
5. The Capital Improvement Program Article: should not include a public sewer system service for rural centers.
- C. The conversion of land to another broad land use classification should be in accord with the standards set forth by the LCDC Goals and in this Plan.

# RURAL RESIDENTIAL LAND AREA POLICY

## INTRODUCTION

The purpose of the Rural Residential Land Area Classification is to provide for rural residential development in a manner which assures the permanent retention of the area's rural character. The intensity of the land use pattern will be based on the capacity of the resource base, the existing level of services, and the goal of retaining the rural character of the area.

The intent of this classification is to provide for rural residential development in areas which are not suitable for commercial farm or forest operations because of the land use pattern and parcel sizes. Agriculture and forestry are encouraged, however, and are considered to be an integral part of the rural residential environment. Such uses as wholesale and retail sales for agriculture products on the premises and cottage industries, limited rural services and community facilities will be located as conditional uses in accord with established criteria.

THE COUNTY'S POLICY IS TO DESIGNATE AS RURAL RESIDENTIAL THOSE AREAS WHERE:

- A. SIGNIFICANT PARCELIZATION OF LESS THAN FIVE (5) ACRES HAS OCCURRED;
- B. SURROUNDING LAND USES HAVE CREATED OPERATIONAL CONFLICTS WITH COMMERCIAL FARMING OR FORESTRY PRACTICES;
- C. THE AREA IS NOT A COHESIVE COMMERCIAL FARM OR FOREST RESOURCE AREA; AND
- D. THE DESIGNATED AREA IS COMPATIBLE WITH ANY ADJACENT FARM OR FOREST USES AND WOULD NOT CAUSE ANY SUBSTANTIAL CONFLICT WITH THESE NATURAL RESOURCE USES.

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## STRATEGIES

A. The following strategies should be addressed in the preparation of the Community Development Ordinance:

1. The Zoning Article: should include a Rural Residential Zone with:

a. a minimum lot size appropriate to retaining the rural character of the areas; however, reduced lot sizes should be permitted in rural planned developments in accord with prescribed criteria.

b. the following examples of uses:

1. those permitted as primary uses; residences on prescribed lot sizes, and agriculture and forestry uses;

2. those permitted as conditional uses or under prescribed conditions; wholesale and retail sales of agricultural products on the premises, community facilities, cottage industries, and extractive resource industries;

c. lots of record provisions.

d. zoning classifications and lot sizes based on such factors as:

1. topographic and natural features;

2. soil limitations and capabilities;

3. geologic limitation;

4. climatic conditions;

5. surface water sources, watershed areas and ground water sources;

6. the existing land use and lotting pattern and character of the area;

7. road access and capacity and condition;

8. type of water supply;

9. capacity and level of public services available; and

10. soil capabilities related to a subsurface sewerage disposal system.

2. The County Streets and Road Standards Article: should include criteria related to street width, road construction standards and required improvements appropriate to the function of the road and a rural living environment.

3. The Capital Improvements Program Article: should not program public sewers to these areas.

B. The conversion of land to another broad land use classification should be in accord with the standards set forth by the LCDC Goals and in this Plan.

# NATURAL RESOURCE AREA POLICIES

The Natural Resource Area includes the following broad land use classifications:

- Agriculture
- Multiple Use-Farm
- Forest
- Multiple Use-Forest

The purpose of the Natural Resource Area is to provide for the retention of natural resource uses in various areas of the County, and in particular, to maintain agricultural and forest lands and to encourage their intensive management. In areas which are not predominantly suited to agriculture or forestry, other uses will be permitted in a manner which is consistent with the character of the area and the natural resource base.

## AGRICULTURAL LAND AREA POLICY

The purpose of the Agricultural Land Area Classification is to preserve the best agricultural lands from inappropriate and incompatible development and to preserve the essential environmental characteristics and economic value of these areas.

The intent of this classification is to establish these areas for exclusive farm use with farm use and the growing and harvesting of timber as the uses permitted outright. In accord with State Law, other uses will be permitted as conditional uses.

THE COUNTY'S POLICY IS TO DESIGNATE AND MAINTAIN AS AGRICULTURAL, LAND AREAS WHICH ARE:

- A. PREDOMINANTLY AGRICULTURAL SOIL CAPABILITY I, II, III, AND IV, AS DEFINED BY U.S. SOIL CONSERVATION SERVICE;
- B. OF PARCEL SIZES SUITABLE FOR COMMERCIAL AGRICULTURE;
- C. IN PREDOMINANTLY COMMERCIAL AGRICULTURE USE;
- D. NOT IMPACTED BY URBAN SERVICE;
- E. COHESIVE AGRICULTURAL AREAS;
- F. IN SUITABLE MICRO-CLIMATES FOR AGRICULTURE PRODUCTION; AND
- G. TOPOGRAPHICALLY SUITED TO THE FORMATION OF COHESIVE AGRICULTURAL UNITS AND CROPPING PATTERNS.

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## STRATEGIES

- A. The following strategies should be addressed as a part of the Community Development Ordinance:
1. The Zoning Article: shall include:
    - a. An Exclusive Farm Use Zone consistent with the provisions of ORS 215.213.
    - b. Provisions for non-farm uses as conditional uses prescribed by ORS 215.213; and
    - c. Provisions which allow for the reconstruction of structures destroyed by fire or other circumstances.
    - d. Provisions for the aggregation of contiguous substandard lots under single ownership.
  2. The County Streets and Road Standards Article: should include criteria related to street widths, construction standards and requirements appropriate to the function of the road in an exclusive agricultural area.
  3. The Capital Improvements Article: should not program a public water system for exclusive agricultural areas or any service level not commensurate with agricultural uses.
- B. The conversion of land to another broad land use classification should be in accord with the standards set forth by the LCDC Goals and in this Plan.

# MULTIPLE USE AGRICULTURE LAND AREA POLICY

## INTRODUCTION

The purpose of the Multiple Use Agriculture Area Classification is to conserve the agricultural lands for diversified agricultural uses and encourage the retention of non-agricultural lands for other uses such as forestry, outdoor recreation, open space, and residential development when these uses are shown to be compatible with the natural resource base, character of the area, and applicable plan policies. It is intended that uses other than agriculture and forestry practices will take place in accord with conditional use procedures.

The intent of the classification is to protect and maintain the land predominantly suited to agriculture or forestry and to allow, for example, rural planned developments, limited service commercial, and cottage and extractive industries as conditional uses on lands which meet the policies of this plan and prescribed criteria.

THE COUNTY'S POLICY IS TO DESIGNATE AND MAINTAIN AS MULTIPLE USE AGRICULTURE, LAND AREAS WHICH ARE:

- A. PREDOMINANTLY AGRICULTURAL SOIL CAPABILITY CLASS I, II, OR III, AS DEFINED BY THE U.S. SOIL CONSERVATION SERVICE;
- B. AREAS WHERE THE TOPOGRAPHY AND PARCELIZATION PATTERN LIMIT THE SIZE OF TRACTS TO BE FARMED AND THEREBY CONFLICT WITH THE ECONOMIC VIABILITY OF FULL TIME COMMERCIAL FARMING;
- C. NOT IMPACTED BY URBAN SERVICES;
- D. NOT COHESIVE AGRICULTURAL AREAS; AND
- E. IN MICRO-CLIMATES WHICH REDUCE THE GROWING SEASON OR AFFECT PLANT GROWTH IN A DETRIMENTAL MANNER.

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NOTE: LCDC GOAL 3, "AGRICULTURAL GOAL, REQUIRES THAT ALL AGRICULTURAL SOIL CAPABILITY CLASS I, II, III, AND IV, BE PLANNED AND ZONED 'EXCLUSIVE FARM USE'." THE OPTION OPEN TO LOCAL GOVERNMENTS IS TO APPLY FOR AN EXCEPTION TO A GOAL IF IT APPEARS THAT IT IS NOT POSSIBLE TO APPLY A GOAL TO A SPECIFIC SITUATION. BASED ON FACTUAL DATA, MULTNOMAH COUNTY IS REQUESTING AN EXCEPTION TO GOAL 3 EXCEPT FOR SAUVIE ISLAND. THE EXCEPTIONS STATEMENT IS CONTAINED IN THE APPENDIX TO THIS PLAN LOCATED IN THIS DOCUMENT.

## STRATEGIES

- A. The following strategies should be addressed as part of the Community Development Ordinance:
1. The Zoning Article: should include a Multiple Use Farm Zone with:
    - a. a base minimum lot size; however, reduced lot sizes will be permitted in rural planned developments and for lots of exception in accord with prescribed criteria;
    - b. the following examples of uses:
      1. permitted as primary uses; agriculture and forestry practices and single family dwellings on legal lots;
      2. the sale of agricultural products on the premises, dwellings for farm help, and mobile homes, should be allowed under prescribed conditions;
      3. on lands which are not predominantly Agricultural Capability Class I, II, or III, rural planned developments, cottage industries, limited rural service commercial, and tourist commercial should be allowed as conditional uses upon the showing that the conditional use standards can be met; and
      4. the following uses should be allowed as conditional uses anywhere in the zone upon the showing that the conditional use standards can be met: commercial processing of agriculture or forest products, commercial services, commercial dog kennels, and mineral extraction.
    - c. conditional use standards as follows:
      1. The proposal:
        - (a) is consistent with the character of the area and the natural resource base;
        - (b) will not conflict with the economic viability of the forest or agricultural lands for continued use;
        - (c) will not require the expansion of services beyond those programmed for the area;
        - (d) does not create a hazard; and
        - (e) can meet all of the applicable policies established in the Comprehensive Plan.

- d. Lot size requirements for uses allowed as conditional uses should be based on such factors as:
    - 1. topographic and natural features;
    - 2. soil limitations and capabilities;
    - 3. geologic limitation;
    - 4. climatic conditions;
    - 5. surface water sources, watershed areas and ground water sources;
    - 6. the existing land use and lotting pattern and character of the area;
    - 7. road access and capacity and condition;
    - 8. type of water supply;
    - 9. capacity and level of public services available; and
    - 10. soil capabilities related to a subsurface sewerage system.
  - e. Lots of Record Provisions.
- 2. The Development Standards Article should include standards for:
    - a. rural planned developments
    - b. site development
  - 3. The County Streets and Road Standards Article: should include criteria related to street width, road construction standards and required improvements appropriate to the function of the road and rural living environment.
  - 4. The Capital Improvements Program Article: should not program public sewers to this area and the County should not support the formation or expansion of existing service district areas for the provision of water service.
- B. It is intended that industrial development which has a minimum impact be allowed on the south tip of Sauvie Island upon meeting all the applicable standards of the plan and condition use procedures.
  - C. The conversion of land to another broad land use classification should be in accord with the standards set forth by the LCDC Goals and in this Plan.

# COMMERCIAL FOREST LAND AREA POLICY

## INTRODUCTION

The purpose of the Commercial Forest Land Area Classification is to protect the continued use of lands for renewable commercial forest resource use, water resources protection, recreation, wildlife habitat, and other related or compatible uses. Uses not compatible with forest management practices will be discouraged in order to minimize the possibilities of damage from fire, pollution and conflicts caused by urbanization.

The intent of the Commercial Forest Land Area Classification is to allocate lands for commercial forest management; however, agricultural uses will also be permitted. Other uses such as community facilities appropriate to the area, natural resource extraction and ancillary support and processing services for forestry activities will be permitted as conditional uses.

THE COUNTY'S POLICY IS TO DESIGNATE AND MAINTAIN AS COMMERCIAL FOREST LAND, AREAS WHICH ARE:

- A. PREDOMINANTLY IN FOREST SITE CLASS I, II, AND III, FOR DOUGLAS FIR AS CLASSIFIED BY THE U.S. SOIL CONSERVATION SERVICE;
- B. SUITABLE FOR COMMERCIAL FOREST USE;
- C. IN PREDOMINANTLY COMMERCIAL FOREST USE AND PREDOMINANTLY OWNED BY PUBLIC AGENCIES AND PRIVATE TIMBER COMPANIES;
- D. NOT IMPACTED BY URBAN SERVICES; AND
- E. COHESIVE FOREST AREAS WITH LARGE PARCELS; OR
- F. OTHER AREAS WHICH ARE:
  1. NECESSARY FOR WATERSHED PROTECTION OR ARE SUBJECT TO LANDSLIDES, EROSION OR SLUMPING; OR
  2. POTENTIAL REFORESTATION AREAS, BUT NOT AT THE PRESENT USED FOR FULL TIME COMMERCIAL FORESTRY; OR
  3. WILDLIFE AND FISHERY HABITAT AREAS, POTENTIAL RECREATION AREAS OR OF SCENIC SIGNIFICANCE.

## STRATEGIES

- A. The following strategies should be addressed as part of the Community Development Ordinance:
1. The Zoning Article: should include a Forest Resource Zone with:
    - a. A base minimum lot size;
    - b. Single family dwellings on legal lots;
    - c. Forest and farm uses as primary uses;
    - d. Community facilities, mineral and gravel extraction, and support and services for forestry activities as conditional uses; and
    - e. Lots of Record Provisions.
  2. The County Streets and Road Standards Article: should include criteria related to street width, road construction standards, and required improvements appropriate to the function of the road.
  3. The Capital Improvements Program Article: should not program public sewer to this area and the County should not support the formation or expansion of existing service district areas for the provision of water service.
- B. The conversion of land to another broad land use classification should be in accord with the standards set forth by the LCDC Goals and in this Plan.

# MULTIPLE USE FOREST AREA POLICY.

The purpose of the Multiple Use Forest Area Classification is to conserve those lands suited to the production of wood fibre by virtue of their physical properties and the lack of intensive development; however, in areas where the lands are suitable and the use does not impact existing forestry or agricultural uses, other uses will be allowed.

The intent of this classification is to encourage small wood lot management, commercial forestry, reforestation and agriculture. Other non-forest or non-farm uses such as rural planned developments, limited service commercial, extractive industries and cottage industries may be allowed as conditional uses.

THE COUNTY'S POLICY IS TO DESIGNATE AND MAINTAIN AS MULTIPLE USE-FOREST, ALL LANDS OUTSIDE THE URBAN GROWTH BOUNDARY WHICH ARE:

- A. PREDOMINANTLY IN FOREST SITE CLASS I, II, OR III, FOR DOUGLAS FIR AS CLASSIFIED BY THE U.S. SOIL CONSERVATION SERVICE;
- B. SUITABLE FOR FOREST USE AND SMALL WOOD LOT MANAGEMENT, BUT NOT IN PREDOMINANTLY COMMERCIAL OWNERSHIPS; AND
- C. NOT IMPACTED BY URBAN SERVICES; OR
- D. OTHER AREAS WHICH ARE:
  1. NECESSARY FOR WATERSHED PROTECTION OR ARE SUBJECT TO LANDSLIDE, EROSION, OR SLUMPING; OR
  2. POTENTIAL REFORESTATION AREAS, BUT NOT AT THE PRESENT USED FOR FULL TIME COMMERCIAL FORESTRY; OR
  3. WILDLIFE AND FISHERY HABITAT AREAS, POTENTIAL RECREATION AREAS, OR OF SCENIC SIGNIFICANCE.

## STRATEGIES

A. The following strategies should be addressed in the preparation of the Community Development Ordinance:

1. The Zoning Article: should include a Multiple Use Forest Zone with:

a. A base minimum lot size; however, reduced lot sizes should be permitted in rural planned developments and for lots of exception in accord with prescribed criteria.

b. the following examples of uses:

1. permitted as primary uses; agriculture and forestry and single family dwelling units on legal lots.

2. the sale of agricultural products on the premises should be allowed under prescribed conditions.

3. rural planned developments, commercial processing of agricultural or forestry products, cottage industries, limited rural service commercial, tourist facilities, recreational uses, and community facilities will be allowed as conditional uses upon the showing that the proposal:

(a) is consistent with the character of the area and the natural resource base;

(b) will not conflict with the economic viability of the forest or agricultural lands for continued use;

(c) will not require the expansion of services beyond those programmed for the area;

(d) does not create a hazard; and

(e) can meet all of the applicable policies established in the Comprehensive Plan.

4. Extractive industries should be handled as conditional uses wherever the resource occurs.

c. Lot size requirements for uses allowed as conditional uses should be based on such factors as:

1. topographic and natural features;

2. soil limitations and capabilities;

3. geologic limitation;

4. climatic conditions;

5. surface water sources, watershed areas and ground water sources;

6. the existing land use and lotting pattern;

7. road access and capacity and condition;

8. type of water supply;

9. capacity and level of public services available; and
10. soil capabilities related to a subsurface sewerage disposal system.

d. Lots of Record Provisions.

2. The Development Standards Article: should include standards for:

a. rural planned developments; and

b. site development.

3. The County Streets and Roads Standards Article: should include criteria related to street widths, road construction standards, and required improvements appropriate to the function of the road and rural living environment.

4. The Capital Improvements Program Article: should not program public sewer to this area and the County should not support the formation or expansion of existing service district areas for the provision of water service.

B. The conversion of land to another broad land use classification should be in accord with the standards set forth by the LCDC Goals and in this Plan.

# NATURAL ENVIRONMENT POLICIES

This section includes the following policies:

Air and Water Quality, and Noise Levels

Development Limitations

Areas of Significant Environmental Concern

Natural Resources



# AIR AND WATER QUALITY & NOISE LEVEL POLICY

## INTRODUCTION

Air pollution, water pollution and excessive noise impose serious burdens on the public. Once considered limitless; air, land and water are now recognized as finite resources. Governments at all levels have established laws, standards and regulations for protection of these resources in order to protect the public health and welfare.

The U.S. Environmental Protection Agency estimates that air pollution causes an annual national loss of six billion dollars from sickness and premature deaths, and ten billion from property losses. Although difficult to quantify, the added nuisance of increased cloudiness, reduced visibility, obscured skylines, discolored buildings, damaged plant and animal life and restricted enjoyment of scenic areas, must be considered in the price Americans pay for polluting the air. Pollution can no longer be considered as an external cost of industry, business and transportation systems, but must be looked upon as a cost of production and doing business.

Air and water quality levels are affected by the activities of many jurisdictions. This leads to "spillover" of pollution from one jurisdiction to another. Therefore, air, water and noise standards have been enacted by the Federal and State governments and are being administered on those levels.

In order to protect the public's health and welfare, the purpose of the following policy is to promote the attainment and maintenance of environmental quality standards established by the U.S. Environmental Protection Agency and the State of Oregon Department of Environmental Quality. In order to support this policy and its implementation, the County will coordinate its efforts with those of Federal, State and regional agencies.

It is not intended that the County enact air or water quality standards, but rather to be certain that all Federal and State standards can be met before a development action is approved. The County will request that the appropriate agency or agencies provide a statement to that affect.

THE COUNTY'S POLICY IS TO SUPPORT THE MAINTENANCE, AND WHERE POSSIBLE, THE ENHANCEMENT OF AIR AND WATER QUALITY AND THE REDUCTION OF NOISE POLLUTION BY REQUIRING, PRIOR TO APPROVAL OF A LEGISLATIVE OR QUASI-JUDICIAL ACTION, A STATEMENT FROM THE APPROPRIATE AGENCY THAT ALL STANDARDS CAN BE MET WITH RESPECT TO:

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- A. AIR QUALITY;
- B. WATER QUALITY; AND
- C. NOISE LEVELS.

IF THE PROPOSAL IS LOCATED IN A NOISE CONGESTED AREA OR IS A NOISE GENERATOR, THE FOLLOWING SHALL BE INCORPORATED INTO THE SITE PLAN:

- D. BUILDING PLACEMENT ON THE SITE IN AN AREA HAVING MINIMAL NOISE LEVEL DISRUPTIONS; AND
- E. LANDSCAPING AND OTHER TECHNIQUES TO LESSEN NOISE IMPACTS TO LEVELS COMPATIBLE WITH THE SURROUNDING LAND USES.

#### STRATEGIES

Environmental quality management has five elements: legislation, planning, administration, monitoring and enforcement all of which are Federal and State responsibilities. To protect the broad community interests, however, the County should be involved in reviewing and making recommendations with respect to each element. In addition, adopted laws require the preparation of region-wide plans which address solutions to pollution problems. There are also activities which the County can undertake to address adverse local situations.

The following are strategies which the County should pursue in maintaining an environmental quality management program which balances environmental, social and economic interests.

#### A. Legislation - Administration

1. The County should maintain staff capability to:
  - a. compile and evaluate the impacts on the County of existing and proposed State and Federal air, water and noise standards;
  - b. advise the legislative body and its appointed bodies on the land planning impacts of existing and proposed requirements; and

- c. recommend actions on existing or proposed air, water and noise requirements concerning land planning impacts.

B. Planning

1. The County should participate in environmental quality planning through participation in the regional planning process and committee structure charged with the preparation of:
  - a. An Air Quality Maintenance Plan;
  - b. A Water Quality Management Plan; and
  - c. A Land Use Plan.
2. Community Plan elements of the Comprehensive Plan should take into consideration airshed quality and noise level limitations.
3. The County should prepare and maintain coordinated storm water management and sewer plans in accord with the regional water quality management plan.

C. Implementation

1. The following should be addressed in the preparation of the Community Development Ordinance:
  - a. The Development Standards Article: will include provisions related to, but not limited to the following:
    - (1) erosion protection;
    - (2) noise barriers in high noise impact areas;
    - (3) protection of, or planting of vegetation in high noise impact areas;
    - (4) drainage capacity and quality;
    - (5) indirect pollution sources considering parking facilities, streets and such land uses as major industrial, commercial, recreational and governmental developments and facilities;
    - (6) buffering or separation of land uses which cause conflicts in demands upon air or water resources;
    - (7) suitable sites for pollution control facilities; and
    - (8) airshed carrying capacity.
  - b. As a part of the Capital Improvements Program process, priority should be given to areas where the public health, safety or welfare is being impaired.

D. Monitoring

1. The County should ask the State to establish a monitoring system within the County in order to determine adjustments which must be made in the planning program to protect or enhance air and water quality and maintain or reduce noise levels.

E. Enforcement

1. Air, water and noise quality enforcement should be provided by the appropriate Federal or State agencies.
2. The County Department of Environmental Services, Division of Community Services, should be responsible for enforcing compliance with all aspects of the Community Development Ordinance and conditions resulting from the implementation process.

# DEVELOPMENT LIMITATIONS POLICY

## INTRODUCTION

Many natural features impose limitations on development and, if not recognized in the development process, they can create public health and safety hazards. For example, flood plains perform important water storage functions and, if filled, force the water into other lands formerly not affected. These newly affected areas may have buildings which will be flooded. Erosive soils create stream siltation and can affect water quality and fish life habitat. A high water table can preclude septic tanks from functioning properly and create ground water pollution. These are important features which must be considered.

The purpose of this policy is to protect the public health and safety and to insure that development does not create an "on site" or "off site" public harm. It is not intended to prohibit development except where design and construction techniques cannot provide for a safe development.

THE COUNTY'S POLICY IS TO DIRECT DEVELOPMENT AND LAND FORM ALTERATIONS AWAY FROM AREAS WITH DEVELOPMENT LIMITATIONS EXCEPT UPON A SHOWING THAT DESIGN AND CONSTRUCTION TECHNIQUES CAN MITIGATE ANY PUBLIC HARM OR ASSOCIATED PUBLIC COST, AND MITIGATE ANY ADVERSE EFFECTS TO SURROUNDING PERSONS OR PROPERTIES. DEVELOPMENT LIMITATIONS AREAS ARE THOSE WHICH HAVE ANY OF THE FOLLOWING CHARACTERISTICS:

- A. SLOPES EXCEEDING 20%;
- B. SEVERE SOIL EROSION POTENTIAL;
- C. LAND WITHIN THE 100 YEAR FLOOD PLAIN;
- D. A HIGH SEASONAL WATER TABLE WITHIN 0-24 INCHES OF THE SURFACE FOR 3 OR MORE WEEKS OF THE YEAR;
- E. A FRAGIPAN LESS THAN 30 INCHES FROM THE SURFACE;
- F. LAND SUBJECT TO SLUMPING, EARTH SLIDES OR MOVEMENT.

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## STRATEGIES

- A. As a part of the ongoing planning program, the County should:
1. identify areas with development limitations; and
  2. establish a process for reviewing development proposals in these areas.
- B. The following should be addressed in the preparation of the Community Development Ordinance:
1. The Zoning Article: should include:
    - a. Standards for development within the 100 year flood plain, recognizing the standards and criteria established by the Federal Flood Plain Insurance Program. The Flood Plain should be applied to all areas within the 100 year flood plain as designated by the U.S. Army Corps of Engineers, U.S. Soil Conservation Service, and special studies prepared by the County.
  2. The Development Standards Article: should include provisions for:
    - a. Site Development Standards which address:
      - (1) geologic impact analysis;
      - (2) erosion control;
      - (3) grading;
      - (4) drainage; and
      - (5) retention of vegetation and significant natural or habitat areas.
    - b. Density Transfer
      - (1) As part of the Community Development Ordinance, provisions should be included which allow the density which would have been permitted in hazard areas, if it were not for the restrictions, to be transferred on-site or to adjoining property, if held in the same ownership and if developed as a planned development.

# AREAS OF SIGNIFICANT ENVIRONMENTAL CONCERN POLICY

## INTRODUCTION

The designation, "areas of significant environmental concern", is an overlay classification which will be applied as shown on the Comprehensive Framework Plan or as the result of a plan amendment to areas having significant natural or man-made features. It is not intended to restrict the use of land, as allowed by the Comprehensive Plan and other regulations, but to identify these areas in which land uses will be subject to a review process. However, the review process may result in the imposition of design standards to minimize adverse environmental and aesthetic impacts.

The purpose of the classification is to protect natural shoreline vegetation systems, critical and unique habitat areas, historic and archeological features, views and vistas, flood water storage areas, and similar areas having public value. This will be achieved by locating buildings or uses on the site in a place which minimizes the impacts of the use on the features to be protected, and by design or landscaping techniques.

THE COUNTY'S POLICY IS TO DESIGNATE AS AREAS OF SIGNIFICANT ENVIRONMENTAL CONCERN, AREAS HAVING SPECIAL PUBLIC VALUE IN TERMS OF ONE OR MORE OF THE FOLLOWING:

- A. ECONOMIC VALUE, E.G., A TOURIST ATTRACTION;
- B. RECREATION VALUE, E.G., RIVERS, LAKES, WETLANDS;
- C. HISTORIC VALUE, E.G., HISTORIC MONUMENTS, BUILDINGS, SITES OR LANDMARKS;
- D. EDUCATIONAL RESEARCH VALUE, E.G., ECOLOGICALLY AND SCIENTIFICALLY SIGNIFICANT LANDS;
- E. PUBLIC SAFETY, E.G., MUNICIPAL WATER SUPPLY WATERSHEDS, FLOOD WATER STORAGE AREAS, VEGETATION NECESSARY TO STABILIZE RIVER BANKS AND SLOPES;
- F. SCENIC VALUE, E.G., AREAS VALUED FOR THEIR AESTHETIC APPEARANCE;
- G. NATURAL AREA VALUE, E.G., AREAS VALUED FOR THEIR FRAGILE CHARACTER AS HABITATS FOR PLANT, ANIMAL OR AQUATIC LIFE, OR HAVING ENDANGERED PLANT OR ANIMAL SPECIES, OR FOR SPECIFIC NATURAL FEATURES, OR VALUED FOR THE NEED TO PROTECT NATURAL AREAS; OR
- H. ARCHEOLOGICAL VALUE, E.G., AREAS VALUED FOR THEIR HISTORICAL, SCIENTIFIC AND CULTURAL VALUE.

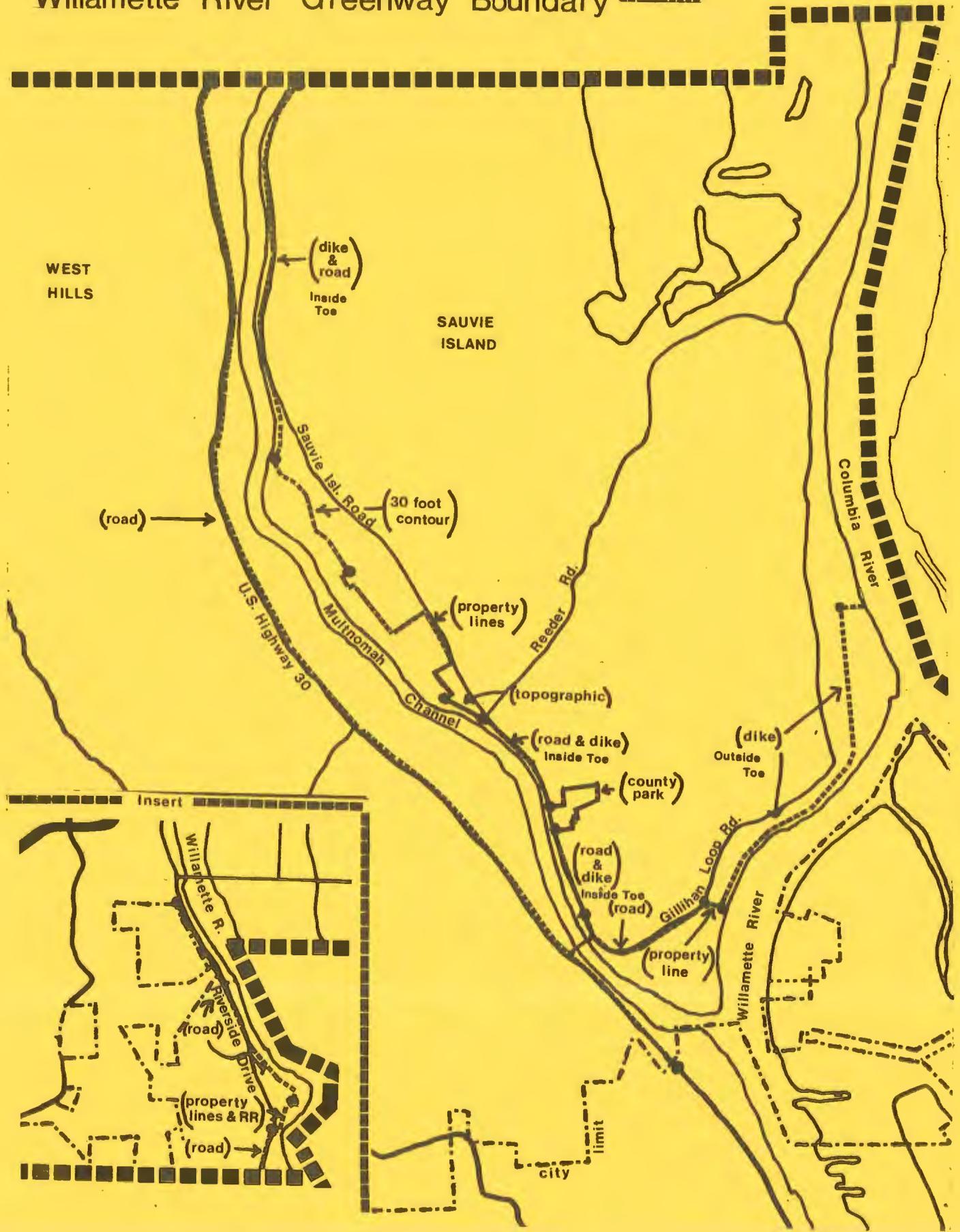
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## STRATEGIES

- A. The following areas should be designated as "areas of significant environmental concern":
1. The Columbia Gorge from the Sandy River east to the County line
  2. The Sandy Scenic River
  3. Portions of the Mt. Hood National Forest
  4. The Willamette River Greenway
  5. Smith and Bybee Lakes
  6. The Undeveloped Columbia River Islands
  7. Sturgeon Lake
  8. Blue Lake and Columbia River shore area and islands
  9. Such other areas as may be determined under established procedures to be suitable for this "area" designation.
- B. The following strategies should be addressed in the preparation of the Community Development Ordinance:
1. The Zoning Article: should include:
    - a. an overlay zone entitled "Areas of Significant Environmental Concern" which should:
      - (1) establish a review process for the approval of proposals and uses;
      - (2) define criteria for the approval of proposals and uses which affect various features including, but not limited to the following:
        - (a) Natural shoreline vegetation systems;
        - (b) Critical and unique wildlife habitats;
        - (c) Historical features and archeological sites;
        - (d) Significant vegetation;
        - (e) Views and vistas;
        - (f) Municipal water supplies;
        - (g) Natural hazard lands;
        - (h) Rare or valuable ecosystems and geological formations;  
and
        - (i) endangered plant and animal systems.
    - b. A historic preservation overlay district which should be applied to areas or specific sites.
    - c. An overlay zone entitled "Willamette River Greenway" which will establish an administrative review procedure to implement the requirements of the State of Oregon, Greenway Goal. The overlay zone should contain provisions related to:
      - (1) setback lines for non-water dependent uses;
      - (2) a design plan;

- (3) the review procedures;
  - (4) specific findings required.
- d. the areas of significant environmental concern overlay district should be applied to the area between the inside and outside toe of the dike on the eastern portion of Sauvie Island.

# Willamette River Greenway Boundary



# NATURAL RESOURCES POLICY

## INTRODUCTION

The purpose of the natural resource policy is to protect areas which are necessary to the long term health of the economy or a community: for example, mineral and aggregate sources, energy resource areas, domestic water supply watersheds, wildlife habitat areas, and ecologically significant areas.

The intent of the policy is to protect these areas for their natural resource value. Mineral, aggregate, energy, and watershed areas are limited, and inappropriate land uses can destroy their future use. Significant habitat and ecological areas are important to the public for their educational, recreational and research value, and they often function to balance the effects of other land uses. The benefits gained by the preservation of wildlife habitat range from aesthetic enhancement of the landscape to improvement of community health. Greenspaces and vegetation significantly affect such factors as air flow, temperatures, oxygenation, travel patterns and pollution.

THE COUNTY'S POLICY IS TO PROTECT NATURAL RESOURCE AREAS AND TO REQUIRE A FINDING PRIOR TO APPROVAL OF A LEGISLATIVE OR QUASI-JUDICIAL ACTION THAT THE LONG-RANGE AVAILABILITY AND USE OF THE FOLLOWING WILL NOT BE LIMITED OR IMPAIRED:

- A. MINERAL AND AGGREGATE SOURCES;
- B. ENERGY RESOURCE AREAS;
- C. DOMESTIC WATER SUPPLY WATERSHEDS;
- D. FISH HABITAT AREAS;
- E. WILDLIFE HABITAT AREAS; AND
- F. ECOLOGICALLY AND SCIENTIFICALLY SIGNIFICANT NATURAL AREAS.

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## STRATEGIES

- A. As a part of the ongoing planning program, the County should:
  - 1. engage in a survey of mineral and aggregate sources and will develop criteria for designating aggregate sites;

2. consider designating significant habitat and ecological areas identified by such agencies as: the Oregon State Department of Fish and Wildlife, the Nature Conservancy Heritage Program, the State Natural Areas Committee, or any federally designated Research Natural Area, as areas of significant environmental concern.
- B. The following strategies should be addressed in the preparation of the Community Development Ordinance:
1. The Zoning Article should include provisions for:
    - a. mineral and aggregate extraction as conditional uses;
    - b. protecting domestic water supply watersheds with a zoning standard appropriate to the soil conditions.
  2. The Development Standards Article should include provisions which:
    - a. establish extraction and rehabilitation standards;
    - b. require the retention of significant vegetation and natural waterways necessary to support wildlife habitat;
    - c. provide for density transfer which:
      - (1) should allow the density which would have been permitted, if it were not for this policy, to be transferred on-site or to adjoining property if held in the same ownership.

# COMMUNITY DEVELOPMENT AND DESIGN PROCESS POLICIES

Community development is the process of developing, maintaining and enhancing existing and new living areas and redeveloping obsolete or blighted portions of established communities. It is concerned with how a community functions, aesthetic quality, community identity, and the preservation of the features unique to the community. This is achieved through the development and implementation of community plans which are designed to address an individual community's needs.

The purpose of this plan section is to:

1. Direct the County to work with the various communities in the preparation of plans which address land use and development problems at the local level.
2. Provide for maintaining, reinforcing and creating living areas which have their own district identity and which provide people with a sense of belonging.
3. Establish a community design process.
4. Provide for an efficient and functional land use pattern by allowing mixed land uses under certain conditions.
5. Provide for the arrangement of living environments in a variety of ways in order to increase the number of choices available to people in terms of housing, employment opportunities, shopping facilities, and other needs associated with the daily living pattern.
6. Encourage the development of a land use pattern which is energy-efficient.
7. Provide for the redevelopment of obsolete or blighted areas.

The Community Development Process contains the following policies:

## Community Development Framework Policy

- . Identify communities
- . Prepare and adopt community plans

## Community Identity Policy

- . Boundaries
- . Uses

- . Preservation of Natural Features
- . Design of Community Services
- . Preservation of Landmarks

Community Design

- . Location of land uses by scale
- . Functional design concerns

Arrangement of Land Uses Policy

- . Density
- . Mixing Land Uses

Housing Choice Policy

Energy Conservation Policy

Re-development Policy

# COMMUNITY DEVELOPMENT FRAMEWORK POLICY

Historically, urban life has revolved around neighborhood and community activities. In recent times, however, because of increased mobility and the unfocused arrangement of land uses, local governments have failed to create communities and neighborhoods. Rather development patterns are characterized as urban sprawl with heavily traveled arterials lined with strip commercial, which separate large undifferentiated single family residential areas.

It has been found that where communities do exist, the local scale provides:

1. The opportunity for planning which can better meet the needs and desires of people;
2. The opportunity to increase citizen participation in governmental decision making;
3. A definable area for making day to day decisions. Each community can be viewed as a whole, enabling decisions to be made as a part of a system considering essential community needs rather than the present unrelated, piecemeal approach.
4. A mechanism for examining orderly, staged growth with a rationale for annexation, extension of services and programming of capital improvements.
5. An efficient method of land use development. Developed areas contain vacant land which can be developed with increased densities making the provision of services and amenities less costly.
6. Identifiable living areas which give people a sense of place, and encourages a sense of commitment and interest in the community. Facilities can be provided to suit the character and life style of an area rather than the monotonous cookie-cutter approach of providing facilities by population numbers and distance factors.
7. The opportunity to develop a public transportation system. Auto trips may be reduced and shortened through the provision of services in local areas. The higher densities afforded by reinforcement and filling of existing built-up areas makes mass transit an increasingly viable transportation alternative.

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THE COUNTY'S POLICY IS TO IDENTIFY COMMUNITIES AND DEVELOP AND MAINTAIN COMMUNITY PLANS WHICH ADDRESS LAND USE AND DEVELOPMENT PROBLEMS AT A LOCAL LEVEL. THE COMMUNITY PLANS WILL BE DEVELOPED WITHIN THE POLICY FRAMEWORK ESTABLISHED BY THIS PLAN.

STRATEGIES

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

1. Conduct community planning which will result in preparation and/or maintenance of community plans for the following planning areas:

- |                     |                              |
|---------------------|------------------------------|
| (1) Wilkes/Rockwood | (6) Errol Heights            |
| (2) Columbia        | (7) Sauvie Island/West Hills |
| (3) Parkrose        | (8) Columbia Gorge           |
| (4) Powell/Lynch    | (9) Orient                   |
| (5) Gateway         | (10) Corbett/Springdale      |

2. Initiate Community plans which should consider among other factors:

- a. community needs and issues;
- b. community design, aesthetic quality, and identity;
- c. housing, commercial, and employment needs, recreation, open space, and institutional needs;
- d. appropriate housing types and density levels and the overall arrangement of land uses as they reinforce the activities of the residents;
- e. transportation facilities and service capacities; and
- f. capital improvements needs.

# COMMUNITY IDENTITY POLICY

## INTRODUCTION

Community identity is a feeling people have about their community, and it serves many functions. In communicating with people, an identifiable community allows one to immediately have a place of reference. For those who live in a community, it provides a feeling of place and belonging. Evidence has also shown that a sense of identity tends to generate pride and encourages people to maintain and enhance their place of residence.

Community identity can be achieved as a part of the Community Development Process through:

1. The identification and reinforcement of visible boundaries or edges to each community which can be manmade or natural features.
2. The preservation of a distinctive or unique natural feature such as natural drainageways, timber stands, and significant land forms. These distinctive features provide visual variety and interest to a community, as well as provide a sense of identity.
3. The location scale and functional design of community services such as roads, parks, hospitals, schools, and fire stations. These community elements provide community focal points, paths, places and boundaries in a manner which support community pride and long term stability. Streets can be designed, located, and landscaped to be functional as well as being an integral part of the community. Community service buildings also become a focal point for cultural or educational activities and serve to reinforce identity.
4. The preservation of historic landmarks and scenic areas. Historic features are also important to a historical perspective and promote a sense of pride. Significant historic landmarks and scenic areas in unincorporated Multnomah County can be preserved and protected if landowners, investors, community groups and the County work in concert. Today, the identification of these areas has been limited to Sauvie Island and the Columbia Gorge. Two sites have been placed on the National Register of Historic Places: the Bybee Howell House on Sauvie Island and Vista House at Crown Point. Historic markers have been placed at Fort William, Sauvie Island Pioneer Cemetery, Sandy River Bridge, Broughton's Expedition, Furthest Penetration, Bonneville and Sauvie Island. There are also twelve (12) pioneer cemeteries.

No comprehensive archeological survey of the County exists and inventories are needed to identify other potential historic areas. Standards have been established by Federal and State law, and there are Federal and State funding programs for acquisition and maintenance of these areas.

THE COUNTY'S POLICY IS TO CREATE, MAINTAIN, OR ENHANCE COMMUNITY IDENTITY BY:

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- (A) IDENTIFYING AND REINFORCING COMMUNITY BOUNDARIES;
  - (B) IDENTIFYING SIGNIFICANT NATURAL FEATURES AND REQUIRING THESE FEATURES TO BE PRESERVED;
  - (C) REQUIRING COMMUNITY SERVICES TO MEET LOCAL CRITERIA AND BE OF A SCALE AND DESIGN WHICH REINFORCES COMMUNITY IDENTITY;
  - (D) REQUIRING THE PRESERVATION OF SIGNIFICANT HISTORIC LANDMARKS AND DISTRICTS, AND ARCHAEOLOGICAL AND ARCHITECTURAL SITES WHICH MEET ESTABLISHED CRITERIA OR HAVE BEEN DESIGNATED BY A FEDERAL OR STATE AGENCY.

#### STRATEGIES

- A. As a part of the continuing planning program, the County should:
- 1. Establish community boundaries and conduct a visual survey to determine methods of reinforcing and making these boundaries more visible;
  - 2. Inventory the unique natural features in each community and preserve them through the Design Review Process or other appropriate means;
  - 3. Identify the need and appropriate locations for public facilities in each community plan;
  - 4. Develop a historical preservation process for Multnomah County which includes:
    - a. A review of the laws related to historic preservation, including:
      - Federal Antiquities Act of 1906 - P.L. 34-209.
      - Historic Sites Act of 1935 - P.L. 74-292 and P.L. 86-523.
      - Historic Preservation Act of 1966, P.L. 89-665.
      - National Environmental Policy Act of 1969, P.L. 91-190.
      - Housing & Community Development Act of 1974, P.L. 93-383.
      - Oregon Antiquities Law - ORS 273-705.

- b. Developing a systematic program for identification and registration of significant sites in cooperation with Area Citizens Groups, the Oregon Historical Society, the Oregon Natural History Museum, and other historic, archaeological associations.
  - 1. Establish criteria for an inventory to identify significant sites based on, but not limited to, "Criteria Evaluation, Historic Sites and Buildings" published by the National Trust for Historic Preservation.
  - 2. Include in the inventory historic trails and byways such as the Lewis and Clark Trail and Columbia Scenic Highway.
- c. Developing a handbook on historic preservation to assist County staff, Area Citizen Groups, land owners and developers in understanding and using applicable federal and State programs.
- d. Fostering, through ordinances or other means, the private restoration and maintenance of historic structures for compatible uses and development based on historic values.
- e. Encouraging the installation of appropriate plaques or markers on identified sites and structures.

B. The following strategies should be addressed as part of the Community Development Ordinance:

- 1. The Zoning Article should include a Historic Preservation Overlay District which will provide for the protection of identified historic areas and sites. The Ordinance should also include conditional use provisions to allow new uses to be established to preserve historic structures and sites.
- 2. The Development Standards Article should provide for:
  - a. On-site density transfer in order to protect historic areas and protect unique features.
  - b. Design review approval for all community facilities.
- 3. The Streets and Roads Article should provide for special street tree programs for streets which serve as community boundaries.

# COMMUNITY DESIGN POLICY

## INTRODUCTION

Planning has been a process whereby government agencies develop plans which designate locations where residential, commercial and industrial activities will take place. The emphasis has been on separating land use activities and creating compartments of uses on a two-dimensional plane, without regard for how each land use will interrelate in three dimensions. The community design process will consider the location, scale and design of land uses.

The location and arrangement of land uses affects user convenience. Uses are often separated which requires that people drive an automobile in order to receive daily needs. This is inconvenient for those who drive and acts as a barrier for those who cannot operate an automobile.

## The Location of Land Uses by Scale

The scale of each use impacts the community. Scale refers to the size of the complex and whether the use will attract people from throughout the county, the community or neighborhood. The scale will determine whether signs relate to people or to the automobile. Scale affects the amount of traffic, noise, air and visual pollution. In addition, the scale of the development determines the other types of related land uses which will locate in the area.

Large scale uses such as a shopping center, office building, or hospital may generate large volumes of traffic and have associated noise levels that make them incompatible with quiet residential areas. Therefore, uses must be examined within a framework which identifies scale and community impacts with the objective of creating a complementary land use arrangement for the community.

## Functional Design Concerns

The quality of the community environment and its desirability as a place to live as well as its long range stability, is a factor of design. How a use functions refers to how it performs its functions on the site and relates to neighboring uses. For example, the location of a use on its site in a manner which assures privacy for the surrounding uses is a functional concern. Consideration must also be given to automobile access, parking, pedestrian circulation, signing, lights and landscaping. Other elements include making adequate provisions for the handicapped and designing and lighting the use in a manner that reduces the potential for crime.

A factor often overlooked is the impact that decisions by government have on the design of communities. Wide and unlandscaped streets have not encouraged a sense of community design. Where government has developed boulevard streets, adjoining development has been landscaped and located on the site with consideration for aesthetic quality. Therefore, the responsibility must be placed on both the public and private sectors to promote desirable community development.

THE COUNTY'S POLICY IS TO ESTABLISH A COMMUNITY DESIGN PROCESS WHICH:

- A. EVALUATES AND LOCATES DEVELOPMENT PROPOSALS IN TERMS OF SCALE AND RELATED COMMUNITY IMPACTS WITH THE OVERALL PUPOSE BEING A COMPLEMENTARY LAND USE PATTERN AND LONG TERM COMMUNITY STABILITY.
- B. EVALUATES INDIVIDUAL PUBLIC AND PRIVATE DEVELOPMENTS FROM A FUNCTIONAL DESIGN PERSPECTIVE, CONSIDERING SUCH FACTORS AS PRIVACY, NOISE, LIGHTS, SIGNING, ACCESS, CIRCULATION, PARKING, PROVISIONS FOR THE HANDICAPPED, AND CRIME PREVENTION TECHNIQUES.

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STRATEGIES

- A. As a part of the continuing planning program, the County should:
  - 1. Encourage as a part of the Community Planning Process, the completion of a visual survey and the formulation of design criteria tailored to the individual community objectives.
  - 2. Prepare a Design Program which will:
    - a. establish a community planning process to be used as a guide by community areas in developing community plans, by the County in reviewing planning proposals and by private investors in locating appropriate sites and in site development plans.
  - 3. Establish an expeditious Design Review Process:
    - a. based on published "Criteria and Guidelines;"
    - b. as an administrative procedure with an appeal process.

B. The following strategies should be addressed as a part of the Community Development Ordinance:

1. The Development Standards Article should include:

a. Design Review Provisions

(1) Applicable to all multiple family, commercial and industrial uses, except single and two family dwellings.

(2) The objectives should be to:

(a) preserve and enhance the amenities of the natural and man-made environment;

(b) maintain and improve the qualities of, and relationships among buildings and surrounding neighborhoods;

(c) insure that individual development contributes to a quality environment for people utilizing the development and the surrounding neighborhood; and

(d) encourage consideration for the climate, soil capabilities and limitations, topography, and natural vegetation in the site plan.

2. Design Review Guidelines should be prepared which establish criteria related to:

a. Identity;

b. Site Layout considering such factors as: climate, privacy, usable outdoor areas, topography, vegetation, natural drainage, use by handicapped people and crime prevention;

c. Private outdoor spaces;

d. Parking;

e. Circulation;

f. Service and delivery areas;

g. Entry areas;

h. Outdoor storage;

i. Landscaping;

j. Connection to the street and parking areas;

- k. Building orientation on site as related to crime prevention; and
  - l. Bus stops.
3. The Development Standards Article should include provisions related to:
- a. Signs: the location, size and height;
  - b. Special planned areas to facilitate redevelopment;
  - c. Planned Unit Developments;
  - d. Variable road standards with prescribed conditions;
  - e. Variable parking requirements with prescribed conditions; and
  - f. Site Development Standards which will:
    - 1. Establish standards for the retention of natural features and significant vegetation;
    - 2. Landscaping.

# ARRANGEMENT OF LAND USES POLICY

## INTRODUCTION

The energy shortage, environmental pollution, rising service costs and rising land values have required an examination of density levels and the concept of mixing land uses.

Density is expressed in many ways: It can be the number of people per square mile or per acre. It is also expressed in terms of the number of living or residential dwelling units per square mile or per acre. "Greater" or "higher" densities are achieved by reducing the required minimum lot size for each dwelling unit or by allowing a greater number of dwelling units (duplexes, triplexes, apartments) on a specific size parcel.

Higher densities support public services such as mass transportation, shopping within walking distance of residences and parks, and can lower the cost of community services. The purpose is to achieve a community which contains the services supportive of daily human activities and needs.

Mixing Land Uses means:

1. The location of several different types of uses in a single structure, such as residences, stores, eating establishments, theatres, and office buildings; or
2. The location of commercial, industrial and residential uses in separate structures on a single site;
3. The location of small speciality shops, medical offices, or law offices, in residential areas; or
4. The location of commercial uses in industrial areas.

Within the framework of the community development process, the purposes of mixing land use are to:

1. Create communities in which people can live, shop, work and play;
2. Maximize user convenience and conserve on energy by clustering uses, making it possible to use public transportation or one stop shopping;
3. Support a community focal point with many varied activities including cultural and educational programs;
4. Encourage facilities to be shared (for example, a theatre could use parking facilities used during the daytime for office employees);

5. Provide locations for small business to take place within the neighborhood areas; and
6. Minimize crime through the surveillance which occurs when activities are clustered.

THE COUNTY'S POLICY IS TO SUPPORT HIGHER DENSITIES AND MIXED LAND USES WITHIN THE FRAMEWORK OF SCALE, LOCATION AND DESIGN STANDARDS WHICH:

- A. ASSURE A COMPLEMENTARY BLEND OF USES;
- B. REINFORCE COMMUNITY IDENTITY;
- C. CREATE A SENSE OF PRIDE AND BELONGING; AND
- D. MAINTAIN OR CREATE NEIGHBORHOOD LONG TERM STABILITY.

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#### STRATEGIES

- A. As a part of the continuing planning program, the County should:
  1. Initiate Community Plans which will identify among other elements:
    - a. Areas appropriate for higher density residential development.
    - b. Areas appropriate for potential mixed land use development.
  2. Prepare locational criteria for higher density residential developments based on service requirements and impacts on the community.
- B. The following strategies should be addressed as a part of the Community Development Ordinance:
  1. The Zoning Article should include provisions for mixed use zones which will include primary uses by right, uses under prescribed conditions, and conditional uses.
  2. The Development Standards Article should include provisions to revise and expedite the Planned Development Ordinance process to encourage mixed use development.

# HOUSING CHOICE POLICY

## INTRODUCTION

Housing is a major element in both the quality of life and the land use development pattern. The key issue to be addressed is the need for alternative types of housing at varying price ranges, which are located throughout the County.

Historically, the American dream has included the ownership of a single family home, on an individual parcel of land. This dream was achieved by many through the development of suburban housing tracts consisting almost exclusively of single family homes.

It is important to note, however, that a community of singular housing types does not provide for the short and long range needs of its residents. Retirees seeking smaller quarters and less yard work are forced to move, and their social ties are broken. Young adults relocate in other communities to find housing they can afford. Having formed new friendships, they are unlikely to return and take over the homes vacated by the retirees. Nursing homes and other facilities for those who cannot receive care in their homes are needed to enable these residents to remain in the community. To insure the communities do not become compartments and to encourage community continuity, a range of housing types must be provided.

This existing pattern of developments has also created problems for the lower income residents who cannot afford housing in the suburbs where many of the new employment opportunities are being located. Related to these problems of housing and employment are increased crime and other social and economic problems, all requiring a high level of public service in an area increasingly less able to afford it.

Historically, zoning has often been used to protect the suburban single family community from other housing types. This philosophy prevailed until the 1960's, when the Courts recognized the effect was exclusionary. The impact of this approach of land use planning was seen as benefiting the suburban communities at the expense of the decaying inner cities, and as limiting housing choices and the mobility of many persons. As a result, constitutional questions have been raised and addressed by the Courts which have said that suburban areas may not intentionally exclude people.

It must also be recognized that actions by government can increase the cost of housing. The cost of land is increasing and land is a substantial factor. The larger the minimum lot size, the higher the cost. In addition, required on-site improvements, street widths, type of improvements, and location of services in the right-of-way are factors which affect cost. Therefore, government can affect the cost of housing and must continuously re-evaluate its standards to insure they do not create an unnecessary financial burden.

The County's purpose with respect to housing opportunity for home ownership is to support a variety in types of single family residential building as a basic housing unit. This housing type includes single family detached as well as duplex and combinations of single family attached. In addition the County will:

1. Encourage the provision of housing affordable by lower income residents close to job opportunities;
2. Support the provision of housing for the elderly, including low maintenance, smaller units and nursing homes within existing communities;
3. Encourage housing that meets the needs of youth in terms of size of unit, recreation opportunities and rent or cost;
4. Support the provision of housing styles for single adults and childless couples in suburban areas;
5. Encourage housing choices for people who do not wish to maintain houses on large lots;
6. Develop a non-exclusionary housing policy; and
7. Re-evaluate its regulations and, where possible, streamline or eliminate requirements in order to reduce development costs.

THE COUNTY'S POLICY IS TO SUPPORT THE PROVISION OF AN ADEQUATE NUMBER OF HOUSING UNITS AT PRICE RANGES AND RENT LEVELS COMMENSURATE WITH THE FINANCIAL CAPABILITIES OF OREGON AND THE REGION'S HOUSEHOLDS, AND TO ALLOW FOR FLEXIBILITY IN HOUSING LOCATION, TYPE AND DENSITY.

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#### STRATEGIES

- A. As a part of the ongoing planning program, the County should:
  1. Prepare a functional housing plan which will inventory the existing housing by type and cost and include a compendium of detailed housing strategies to address various housing problems.
  2. Maintain a data inventory of buildable lands and monitor the effects of the urban service boundary on land costs.

3. Work with the regional government to analyze the distribution of the existing metropolitan population by income, the distribution of housing units by cost and regional vacancy rates, and determination of expected housing demand at varying rent ranges and cost levels.
4. Prepare an inventory of housing conditions with particular attention to units capable of being rehabilitated.
5. Study the approaches various jurisdictions have used in applying housing codes and study the social and economic impact versus the advantages to determine whether it is a sound approach for the County to adopt.
6. Study the feasibility of creating a Development Commission or contracting with the Portland Development Commission to assist in meeting the housing needs.
7. Work with the Portland Metropolitan Home Builders and other interested groups to reduce the cost of housing through the formulation of:
  - a. alternative road and improvement standards;
  - b. legislative amendments to the Uniform Building Code;
  - c. an expeditious design review process;
  - d. an expeditious building permit process;
  - e. an expeditious zoning and land division process.
  - f. smaller minimum lot sizes.
8. Provide a climate favorable for increased home production.
9. Re-evaluate the planned unit development requirements related to cost, time and complexity of the process.
10. Make available programs which provide for:
  - a. adequate housing for low and moderate income households;
  - b. housing rehabilitation;
  - c. housing for the elderly including low maintenance, smaller units and nursing homes within existing communities;
  - d. special needs of the handicapped; and
  - e. special needs of female-headed households.

B. The following strategies should be addressed as a part of the Community Development Ordinance:

1. The Zoning Article should include a broad range of residential zones at varying density levels and will include provisions for single family dwellings, duplex, multi-plex, apartments, mobile homes and houseboats.
2. The Land Division Article should provide a variety of flexible methods to encourage a variety of housing choices.
3. The Development Standards Article should include provisions for planned unit developments and will require design review approval for all housing except single dwellings.
4. The County Streets and Roads Article should include improvement and variable street standards.

# ENERGY CONSERVATION POLICY

## INTRODUCTION

It is projected that the era of inexpensive and unlimited energy has come to an end. The future availability of oil is being measured in terms of decades and natural gas supplies are expected to be substantially depleted in even less time. In the Pacific Northwest, electric energy shortages are predicted for the late 1970's or early 1980's. Natural gas, petroleum and electricity prices are estimated to increase by 34 to 59 percent by 1980.

Current urbanization patterns are dependent upon non-renewable energy sources. In order to maintain or improve the present standard of living, conservation measures will need to be undertaken.

The amount of energy used is strongly influenced by the transportation system, by the development pattern and by the siting and construction techniques used in buildings. The intent of this policy is to provide direction to the land development process which will stimulate energy conservation.

Energy flow from source to consumption is directed by the large energy producers, international petroleum corporations, federal regulations and local consumption patterns. The complexity of the inter-relations makes it impossible for a governmental unit the size of Multnomah County to exert significant influence on the total problem. The County can, however, influence local land use patterns, development types and the provisions of services, all of which can reduce energy consumption.

The purposes of this policy are to:

1. Strive for an energy efficient land use pattern;
2. Encourage the construction industry to take advantage of the natural heating and cooling elements.

THE COUNTY'S POLICY IS TO SUPPORT ENERGY CONSERVATION MEASURES AND REQUIRE A FINDING PRIOR TO THE APPROVAL OF A LEGISLATIVE OR QUASI-JUDICIAL ACTION THAT ENERGY CONSUMPTION WILL BE MINIMIZED THROUGH CONSIDERATION OF THE FOLLOWING MEANS:

- A. CURTAILING URBAN SPRAWL AND CHANNELING GROWTH INTO PASSED-OVER AREAS IN ORDER TO TAKE ADVANTAGE OF EXISTING SERVICES;
- B. SHORTENING OR ELIMINATING ENERGY CONSUMING TRIPS;
- C. INCREASING THE DENSITY AND INTENSITY OF DEVELOPMENT TO REINFORCE:
  - TRANSIT CORRIDORS AND CENTERS;
  - EMPLOYMENT AND COMMERCIAL CENTERS.
- D. CREATING AN EMPLOYMENT AND/OR COMMERCIAL CENTER WHICH CAN BE SERVED BY PUBLIC TRANSIT, THEREBY PROVIDING ENERGY-EFFICIENT TRANSPORTATION TO BOTH SHOPPERS AND EMPLOYEES;
- E. LOCATING DEVELOPMENT IN PROXIMITY TO RECREATIONAL FACILITIES OR PROVIDING FACILITIES WHICH WILL REDUCE THE ENERGY NECESSARY FOR TRANSPORTATION TO THE DESIRED FACILITIES;
- F. PROVIDING LOTTING PATTERNS WHICH ALLOW BUILDINGS TO TAKE MAXIMUM ADVANTAGE OF CLIMATIC CONDITIONS FOR LIGHT, HEATING, COOLING AND VENTILATION;
- G. PROVIDING A MAXIMUM USABLE BUILDING AREA FOR EACH LOT WHICH WILL RESULT IN AN ENERGY EFFICIENT BUILDING CONFIGURATION AND WITH MINIMUM STREET FRONTAGE, THEREBY LESSENING THE ENERGY EXPENDITURE FOR THE PROVISION OF NECESSARY SERVICES;
- H. LINKING TO OR CREATING A PEDESTRIAN AND BICYCLE PATHWAY SYSTEM, WHICH WOULD PROVIDE AN ENERGY EFFICIENT SYSTEM OF TRANSPORTATION AS WELL AS A FORM OF RECREATION.

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## STRATEGIES

- A. As a part of the continuing planning program, the County should:
1. Support various energy conservation programs by:
    - a. Making energy conservation information available at County offices.
    - b. Cooperating with other agencies in making data available for energy conservation programs, such as CARPOOL.
    - c. Supporting State legislation which will provide monetary incentives for the installation of energy conservation devices.
    - d. Encouraging the re-evaluation of the State Uniform Building Code from the standpoint of energy efficiency; however, any revisions should show a favorable cost-benefit ratio to the consumer.
    - e. Applying for federal grants for energy conservation.
    - f. Promoting higher densities of development including residential, employment, and commercial uses near mass transit systems.
    - g. Developing energy efficiency ratings for homes for consumer information, only.
- B. The following strategies should be addressed in the Community Development Ordinance:
1. The Zoning Article should provide for:
    - a. Industries for the collections, reuse, and recycling of waste as a conditional use when not specifically allowed in a zone classification, and when shown to be compatible with the surrounding area and related activities.
    - b. Community recycling centers as a conditional use in non-residential zones.
    - c. Commercial recreation facilities such as tennis courts, swimming pools, etc., as a conditional use on lands in and adjacent to residential areas.
    - d. Bicycle parking provisions in all multiple family, commercial and industrial facilities.
    - e. Planned mixed use development.
    - f. Higher densities of development near mass transit systems.
  2. The Land Division Article should provide for:

- a. Buildable land areas of energy-efficient proportions, dimensions and orientation.
3. The Development Standards Article through the Design Review Guidelines should encourage the siting of buildings in a manner which:
    - a. Provides the option of using solar energy.
    - b. Insures the potential for using wind for ventilation and cooling.
    - c. Encourages landscaping which would reduce heating and cooling demands.
  4. The County Street and Road Standards Article should consider the amount of energy used in the construction and maintenance of streets.
  5. The Service District Article should provide for the provision of necessary public services in the most energy efficient manner.
  6. The Capital Improvement Programs Article should consider:
    - a. The energy required to produce, transport and use materials necessary for construction.

# REDEVELOPMENT POLICY

## INTRODUCTION

The community development process must relate to both new development and the redevelopment or reuse of blighted or obsolete areas. Redevelopment can create, maintain or enhance community stability. It is broad in scope. The purpose of this policy is to encourage:

1. Redevelopment of blighted areas and rehabilitation of deteriorated buildings.
2. The vacation of subdivisions which are not in accord with the plan and where no development has taken place.
3. The resubdivision of blocks containing excessively deep lots where new development could take place in accord with the plan.
4. Upgrading public facilities and services to established standards.
5. Locating new uses in vacated or functionally obsolete buildings.

This plan envisions redevelopment as primarily a private sector activity; however, in some cases, it may require a partnership between government and the private sectors. The role of the County will be limited to: the identification of potential and existing redevelopment areas; working with community groups in the preparation of redevelopment plans; eliminating barriers to urban renovation; and upgrading public facilities and services as a part of the capital improvement program. Programs which could financially assist in redevelopment will be identified in the community development process.

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IT IS THE COUNTY'S POLICY TO ENCOURAGE AND SUPPORT REDEVELOPMENT IN ORDER TO CREATE, MAINTAIN OR ENHANCE COMMUNITY STABILITY AND EFFICIENCY.

## STRATEGIES

- A. As a part of the continuing planning program, the County should:
  1. Prepare an inventory of building conditions in order to identify potential or existing blighted areas.

2. Work with citizen groups and business to formulate redevelopment plans.
  3. Study the advantages and disadvantages of forming a Development Commission to assist in the redevelopment process by:
    - a. assisting in the acquisition of land;
    - b. identifying funding sources and opportunities;
    - c. preparing legislative recommendations which will assist in redevelopment financing, land assembly or tax incentive.
  4. Inventory the capacity and condition of existing public facilities and identify the need for new facilities.
  5. Revise or eliminate governmental regulations, statutes or policies which inhibit appropriate urban renovation.
- B. The following strategies should be addressed as part of the Community Development Ordinance:
1. The Development Standards Article should include provisions for special planned areas.
  2. The Capital Improvements Program Article should provide for the programming of needed facilities.



# LAND USE LOCATION POLICIES

This section contains locational policies with respect to:

- . Housing
- . Mobile homes
- . Houseboats
- . Commercial uses
- . Offices
- . Industry
- . Community facilities

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

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

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



# HOUSING LOCATION POLICY

## INTRODUCTION

This land use category relates to the provision of shelter. The demand for housing types is as varied as the people of the County. Housing areas can vary both in terms of housing types, i.e., single family detached, duplexes, apartments, mobile homes, and houseboats, and in terms of the overall urban density pattern. Residential areas not only comprise the largest land area within the community, they also collectively require the greatest amounts of services. The traditional sprawl pattern of the past has proven to be not only an inefficient use of land, but also extremely expensive to provide with public services.

The purposes of this plan section are to:

1. Support the location of new housing in areas where required services can most economically and efficiently be provided;
2. Support community identity through street layout and design;
3. Support the efficient use of the transportation system, particularly public transit;
4. Promote increased housing choices considering both mixed housing types and urban density patterns;
5. Minimize adverse impacts on adjacent developments through site location and design guidelines;
6. Promote reduced crime potential through design and location based on the principles of defensible space; and
7. Recognize houseboats and mobile homes as unique housing choices.

THE COUNTY'S POLICY IS TO PROVIDE FOR THE LOCATION OF A BROAD RANGE OF HOUSING TYPES IN A MANNER WHICH ACCORDS WITH:

- A. THE APPLICABLE POLICIES IN THIS PLAN;
- B. THE LOCATIONAL CRITERIA APPLICABLE TO PROJECT SCALE AND STANDARDS.

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DEFINITION AND STANDARDS

Population and Scale

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

MAXIMUM NUMBER OF UNITS ALLOWED BY HOUSING TYPE:

The purpose of the following chart is to show the maximum number of units allowed per acre per housing type. Alternatives can be achieved by using several housing types. This chart is a guide to the drafting of provisions to be contained in the Community Development Ordinance.

Housing Type	*Max. Net Density Per Acre	Min. Site Size
Single Family, detached	6.5	5000 sq. ft.
Multiplex - Townhouses	10.0	9000 sq. ft.
Mobile Home Parks	12.0	5 acres
Two Story, Garden, Multiple Apartments	18.0	15,000 sq. ft.
Three Story, Garden, Multiple Apartments	25.0	20,000 sq. ft.
Apartment Towers	60.0	2 acres
Houseboats		

\* On a site of one acre or more, zoned for single family residential use, the net allowable density is computed by deducting 25% from the total site area for roads and services. On a site of one acre or more, zoned for multiple family residential use, the net allowable density is computed by deducting 20% from the total site area for roads and services.

MINOR RESIDENTIAL PROJECT

1. Scale

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

2. Minor Residential Project Locational Criteria

A. Access

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

B. Site Characteristics

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

C. Impact of the Proposed Change on Adjacent Lands

1. The scale is compatible with surrounding uses.
2. It will reinforce orderly and timely development.

3. Privacy of adjacent residential developments can be protected.
4. The project can be integrated into the existing community.

MAJOR RESIDENTIAL PROJECT

1. Scale

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

2. Major Residential Project Locational Criteria

A. Access

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

B. Site Characteristics

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

C. Impact of the Proposed Change of Adjacent Lands

1. The scale is compatible with surrounding uses.
2. It will reinforce orderly and timely development.
3. Associated lights and noise will not interfere with activities on surrounding properties.
4. Privacy of adjacent residential developments will be protected.
5. The site layout responds to existing community identity.

NEW NEIGHBORHOOD (MINOR)

1. Scale

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

2. Locational Criteria

A. Access

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

B. Site Characteristics

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

2. The site is of a size and shape which can reasonably accommodate the proposed and future allowable uses in a manner which emphasizes user convenience and energy conservation.
  3. The unique natural features, if any, can be incorporated into the design of the facilities or arrangement of land uses.
  4. The site can be buffered from major noise sources.
- C. Impact of the Proposed Change on Adjacent Lands
1. The scale is compatible with surrounding uses.
  2. It will reinforce orderly and timely development.
  3. Associated lights and noise will not interfere with the activities and uses on surrounding properties.
  4. Large scale construction and parking lots can be buffered from the adjacent uses.
  5. Privacy of adjacent residential developments can be protected.
  6. The site layout can respond to existing community identity and street patterns.
  7. The project can be integrated into the existing community.
- D. User Benefits
1. For other than single family housing, a need is demonstrated based on market analysis.
  2. Multiple uses will be integrated to increase user convenience.

NEW NEIGHBORHOOD (MAJOR)

1. Scale

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

## 2. Locational Criteria

### A. Access

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

### B. Site Characteristics

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

### C. Impact of the Proposed Change on Adjacent Lands

1. It will reinforce orderly and timely development.
2. Associated lights and noise will not interfere with the activities and uses on surrounding properties.
3. Large scale construction and parking lots can be buffered from the adjacent uses.
4. Privacy of adjacent residential developments can be protected.
5. Buffering can be used to screen the project from adjacent uses.

### D. User Benefits

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

NEW COMMUNITY

1. Scale

Scale	Description	Approximate Population Increase
New Community	A project which will have a major impact on the surrounding communities and will require the expansion or new construction of basic services, public facilities, and the support system.	Over 5000 people

2. Location Criteria

A. Access

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

B. Site Characteristics

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

C. Impact of the Proposed Change on Adjacent Lands

1. It will reinforce orderly and timely development.

2. Associated lights and noise will not interfere with the activities and uses on surrounding properties.
  3. Large scale construction and parking lots can be buffered from the adjacent uses.
  4. Privacy of adjacent residential developments can be protected.
- D. User Benefits
1. For other than single family housing, a need is demonstrated based on market analysis.
  2. Multiple uses will be integrated to increase user convenience.

### STRATEGIES

- A. As a part of the ongoing planning program, the County should:
1. Prepare and maintain a data base inventory of residential buildable lands.
  2. Prepare a functional housing plan to contain a compendium of detailed housing strategies to address various housing problems.
  3. Organize community planning programs that should survey:
    - a. the existing housing stock and its condition;
    - b. the location and number of potential housing sites which meet the standards of the plan and designate areas for future housing development.
  4. Work with the homebuilders and community groups to formulate plans for providing new housing and rehabilitating existing sub-standard housing.
- B. The following strategies should be addressed as part of the Community Development Ordinance:
1. The Zoning Article should include a broad range of residential zones and should provide a method to integrate supporting uses into existing and new housing units.
  2. The Land Division Article should provide a variety of flexible methods to encourage a greater variety of housing choice.
  3. The Development Standards Article should include provisions for design review, planned development, special planned areas and site development standards to encourage liveable housing areas with a variety of housing choices, including new neighborhood and new community planned unit development provisions.

4. County Streets and Roads Article should include provisions for a functional street classification system that responds to the needs of various housing areas.

# MOBILE HOME POLICY

THE COUNTY'S POLICY IS TO PROVIDE FOR THE LOCATION OF MOBILE HOMES IN A MANNER WHICH ACCORDS WITH:

- A. THE APPLICABLE POLICIES IN THIS PLAN;
- B. THE HOUSING POLICY LOCATIONAL CRITERIA APPLICABLE TO THE SCALE OF THE MOBILE HOME PARK (SEE POLICY NO. 24);
- C. THE MOBILE HOME LOCATIONAL CRITERIA.

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## MOBILE HOME LOCATIONAL CRITERIA

### A. Urban Area

1. Mobile homes within the urban area shall be located within mobile home parks that:
  - a. Meet the most recent mobile home park standards as set forth by the State Department of Commerce; and
  - b. Have a minimum site size of five acres and a maximum density of twelve units per acre.

### B. Rural and Natural Resource Areas

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

## STRATEGIES

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

1. Prepare a mobile home study to determine the role of mobile homes as low cost housing and the need and demand for this housing type.

B. The following strategies should be addressed as a part of the Community Development Ordinance:

1. The Zoning Article should provide for mobile homes as a use:

- a. Permitted under prescribed conditions in rural zones; and
- b. Permitted in mobile parks in the urban area, and mobile home parks should be a conditional use in the Residential Zoning Districts.

# HOUSEBOAT POLICY

THE COUNTY'S POLICY IS TO PROVIDE FOR THE LOCATION OF HOUSEBOATS IN A MANNER WHICH ACCORDS WITH:

- A. THE APPLICABLE POLICIES IN THIS PLAN;
- B. THE HOUSING POLICY LOCATION CRITERIA APPLICABLE TO THE SCALE OF THE MOORAGE (SEE POLICY NO. 24);
- C. THE HOUSEBOAT LOCATIONAL CRITERIA.

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## HOUSEBOAT LOCATIONAL CRITERIA

- a. The water depth of mean low water exceeds a minimum of five feet;
- b. Siltation problems will not preclude the economic use of the waterway for moorages;
- c. The waterway on which the proposed moorage is located should not be used for deep draft vessels;
- d. The area is shielded from adverse wind patterns, large wave wash, icy conditions and other hazards;
- e. Adequate land area exists to accommodate parking and other accessory building requirements;
- f. The proper operation and maintenance of dikes is not affected by the moorage;
- g. The lands do not have significant recreational, ecological, or wild-life habitat value; and
- h. The lands do not directly abut lands zoned for exclusive agricultural use.

## STRATEGIES

- A. The following areas should be designated on the Framework Plan map as suitable for houseboats:

1. Multnomah Channel
  - a. From Rocky Point Moorage to the Columbia County line.
  - b. From 1/2 mile north of the Sauvie Island Bridge to Gays Moorage on the west side of Multnomah Channel.
  - c. The area of Mayfair and Sauvie Island Moorage on the east side of the channel should be limited to the existing areas.
2. Oregon Slough
  - a. Areas identified by Hayden Island Comprehensive Plan as suitable for houseboats, including the south side of Tomahawk Island.
  - b. Carter Moorage to RR. Bride (or City of Portland boundary).
3. Columbia River Main Stem - 185th and Marine Drive Area.
  - a. Area 1500' west of Bill's Moorage to Big Eddy Marina.

NOTE: No houseboats will be located in the Columbia Gorge east of the mouth of the Sandy River, or in violation of Federal Aviation Administration clear zone standards.

B. The following strategies should be addressed as part of the Community Development Ordinance:

1. The Zoning Article should include:
  - a. A Waterfront Houseboat Zone to be applied to those areas designated on the Plan with the following conditions:
    - (1) Within rural areas the development does not create the necessity for urban level services, including roads.
    - (2) Design review of proposed facilities can ensure its compatibility with the natural river setting, allow for some open space, and wherever feasible encourage the provision of some public access to the waterway.
    - (3) Any effects which houseboat developments may have on adjacent or nearby natural resource zones such as forestry and agriculture will be within acceptable limits and adequate buffering will be provided if necessary.
  - b. Boat marina and moorages will be permitted as conditional uses in the waterfront houseboat provisions.
  - c. Houseboat moorage size and densities will be based upon the availability of services, amount of upland available to serve the necessary needs of the residents, the waste discharge system design review and the Corps of Engineers regulations on waterway obstructions.

2. The Development Standards Article should include: a County floating structure ordinance to control houseboat and moorage construction and safety. Any linear space expansion of existing moorages necessitated by the adoption of such an ordinance will be allowed.



# COMMERCIAL LOCATION POLICIES

This section contains the following policies:

Commercial Location Policy

Strip Development Policy Regarding Commercial Location



# COMMERCIAL LOCATION POLICY

## INTRODUCTION

This land use category relates to the provisions of retail goods and services and includes a broad range of activities such as department stores, specialty shops, theatres, motels, gasoline stations, and restaurants. While commercial activities provide services to a community and often serve as social gathering areas, they also can adversely affect the community by having obtrusive buildings and flashing signs, or associated noise and lights which affect the quality of adjoining residential areas. It must also be recognized that ingress and egress points from commercial enterprises create traffic congestion and hazards.

The purposes of this plan section are to:

1. Locate commercial activities in centers which are planned and developed as a unit related in location, size and type of shops to the trade area to be serviced and to create aesthetically attractive community focal points;
2. Prohibit the expansion of strip commercial and provide for the re-development of strip commercial areas;
3. Locate uses unsuited to shopping centers in specialized use campuses; such as vacation home or automobile sales campuses;
4. Provide for tourist commercial uses in clusters at highway interchanges, or in areas with special tourist attractions;
5. Provide for home occupations and small business in community areas to assist in developing new business opportunities, and to increase convenience to residents;
6. Reduce traffic both in terms of the length of vehicular trips and the total number of trips;
7. Increase convenience by providing opportunities for one stop shopping and for comparative shopping;
8. Increase business opportunity by locating highly visible commercial sites which are appropriate to the goods offered;
9. Minimize adverse impacts on adjacent development through site location and design standards; and
10. Reduce crime through design and site location based on the principles of defensible space.

THE COUNTY'S POLICY IS TO PROVIDE FOR THE LOCATION OF COMMERCIAL CENTERS AND ISOLATED LOCAL BUSINESS IN A MANNER WHICH ACCORDS WITH:

- A. THE APPLICABLE POLICIES IN THIS PLAN;
- B. THE COMMERCIAL LOCATIONAL CRITERIA APPLICABLE TO THE SCALE OF THE PROJECT.

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DEFINITIONS AND STANDARDS

Scale	Intent and Purpose	Market Area Population	Site Size	Gross Leasable Area
Super Regional	To concentrate the provision of major goods and services in the location(s) having maximum access to the Portland metro area market.  To provide maximum variety and comparative shopping at one location.	375,000 to 500,000	50 acres or more	750,000 sq. ft. or more
Regional	To concentrate the provision of major goods and services in a location(s) having access and exposure to the individual regions within the Portland SMSA, and designed to reduce trip length by having specialized goods and services purchased infrequently.	125,000 to 375,000	15 to 50 acres	250,000 to 750,000 sq. ft.
Community	To have smaller concentrations of goods and services available to serve the weekly shopping needs of the various communities within the County.  To reduce travel and support community identity.	37,500 to 125,000	5 to 15 acres	75,000 to 250,000 sq. ft.
Neighborhood	To have concentrations of goods and services to provide for the need of the people living in the immediate area which are designed to blend into the residential character of the neighborhood.	3,500 to 37,500	0.5 to 5 acres	7,000 sq. ft. to 75,000 sq. ft.
Local Isolated	To allow for small business to be integrated into other use areas where the scale and impact will be compatible with the adjacent character.	Variable	Less than 0.5 acres	1,000 to 7,000 sq. ft.
Home Occupation	To allow business which can be carried on within a home and whose impact will not affect the adjacent homes.	Variable	Same as residential	Less than 20% of the home

Scale	Intent and Purpose	Market Area Population	Site Size	Gross Leasable Area
Land Extensive Commercial District	<p>To provide for the sale of goods and services which require large land areas and which are purchased infrequently, i.e., automobile, lumber, mobile homes, farm equipment, etc.</p> <p>To locate these uses where they are convenient to the users, but where they will have minimum impact on the transportation system or adjacent land uses.</p>	Variable related to	5 to 10 acres	Variable

SUPER REGIONAL CENTER

1. Scale

	<u>Intent and Purpose</u>	
Super Regional	To concentrate the provision of major goods and services in the location(s) having maximum access to the Portland metro area market.	
	To provide maximum variety and comparative shopping at one location.	
<u>Market Area</u>	<u>Site Size</u>	<u>Gross Leasable Area</u>
<u>Population</u>		
375,000 to 500,000	50 acres	750,000 or more sq. ft.

2. Locational Criteria

A. Access

1. There is access from the project to a freeway interchange.
2. There is direct access from the project to a north-south and an east-west arterial.
3. Public transit is available to the site.
4. Site access will not cause dangerous intersections or traffic congestion, considering the roadway capacity, existing and projected traffic counts, speed limits and number of turning movements.

B. Site Characteristics

1. The land intended for development has an average site topography of less than a 6% grade, or it can be demonstrated that through engineering techniques, all limitations to development and the provision of services can be mitigated.
2. The site has high visibility.
3. The site is of a size which can accommodate the present and future uses and is of a shape which allows for a site layout in a manner which maximizes user convenience and energy conservation.

4. The unique natural features, if any, can be incorporated into the design of the facilities or arrangement of land uses.

C. User Benefits

1. The use will provide a large variety of goods at one location.
2. The consolidation of uses will result in fewer shopping trips.
3. The use will be easy to find and use.
4. There is a demonstrated need based on a market analysis of the proposed trade area.
5. Multiple uses will be integrated into the center in order to increase user convenience.
6. It can create an identifiable community focus.

D. Impact of the Proposed Change on Adjacent Lands

1. It will reinforce orderly and timely development.
2. Associated lights and noise will not interfere with the activities and uses on surrounding properties.
3. Structures and parking lots can be buffered from the adjacent residential areas.
4. Privacy of adjacent residential areas can be maintained.

REGIONAL CENTER

1. Scale

<u>Market Area</u>	<u>Site Size</u>	<u>Gross Leasable Area</u>
<p>Regional</p> <p>Population</p> <p>125,000 to 3750,000</p>	<p>15 to 50 acres</p>	<p><u>Intent and Purpose</u></p> <p>To concentrate the provision of major goods and services in a location(s) having access and exposure to the individual regions within the Portland SMSA, and designed to reduce trip length by having specialized goods and services purchased infrequently.</p> <p>250,000 to 750,000 sq. ft.</p>

## 2. Location Criteria

### A. Access

1. There is access from the project to a freeway interchange.
2. There is direct access from the project to a north-south and an east-west arterial.
3. Public transit is available to the site.
4. Site access will not cause dangerous intersections or traffic congestion, considering the roadway capacity, existing and projected traffic counts, speed limits and number of turning movements.

### B. Site Characteristics

1. The land intended for development has an average site topography of less than a 6% grade, or it can be demonstrated that through engineering techniques, all limitations to development and the provision of services can be mitigated.
2. The site has high visibility.
3. The site is of a size which can accommodate the present and future uses and is of a shape which allows for a site layout in a manner which maximizes user convenience and energy conservation.
4. The unique natural features, if any, can be incorporated into the design of the facilities or arrangement of land uses.

### C. User Benefits

1. The use will provide a large variety of goods at one location.
2. The consolidation of uses will result in fewer shopping trips.
3. The use will be easy to find and use.
4. There is a demonstrated need based on a market analysis of the proposed trade area.
5. Multiple uses will be integrated into the center in order to increase user convenience.
6. It will create an identifiable community focus.

### D. Impact of the Proposed Use on Adjacent Lands

1. It will reinforce orderly and timely development.

2. Associated lights and noise will not interfere with the activities and uses on surrounding properties.
3. Structures and parking lots can be buffered from the adjacent uses.
4. Privacy of adjacent residential areas can be maintained.

COMMUNITY CENTER

1. Scale

		<u>Intent and Purpose</u>
Community		To have smaller concentrations of goods and services available to serve the weekly shopping needs of the various communities within the County.
		To reduce travel and support community identity.
<u>Market Area</u> <u>Population</u>	<u>Site Size</u>	<u>Gross Leasable Area</u>
37,500 to 125,000	5 to 15 acres	75,000 to 250,000 sq. ft.

2. Location Criteria

A. Access

1. There is access from the project to a County arterial and a collector street, or there is direct access from the project to a collector street and traffic will not be routed through local neighborhood streets.
2. Public transportation is available to the site.
3. Site access will not cause dangerous intersections or traffic congestion, considering the roadway capacity, existing and projected traffic counts, speed limits and number of turning movements.

B. Site Characteristics

1. The land intended for development has an average site topography of less than a 6% grade, or it can be demonstrated that through engineering techniques, all limitations to development and the provision of services can be mitigated.
2. The site has high visibility.

3. The site is of a size which can accommodate the present and future uses and is of a shape which allows for a site layout in a manner which maximizes user convenience and energy conservation.
4. The unique natural features, if any, can be incorporated into the design of the facilities or arrangement of land uses.

C. User Benefits

1. The location will reduce average trip length.
2. The use will provide convenience goods close to where people live.
3. The use will integrate shopping trips into the daily movement pattern.
4. The use will be easy to find and use.
5. There is a demonstrated need based on a market analysis of the proposed trade area.

D. Impact of the Proposed Change on Adjacent Lands

1. The scale is compatible with surrounding uses.
2. It will reinforce orderly and timely development.
3. Associated lights and noise will not interfere with the activities and uses on surrounding properties.
4. Structures and parking lots can be screened from the adjacent uses.
5. The site layout can respond to existing community identity and street patterns.
6. Privacy of adjacent residential areas can be maintained.

NEIGHBORHOOD CENTER

1. Scale

Neighborhood

Intent and Purpose

To have small concentrations of goods and services to provide for the needs of the people living in the immediate area and which are designed to blend into the residential character of the neighborhood.

<u>Market Area Population</u>	<u>Site Size</u>	<u>Gross Leasable Area</u>
3,500 to 37,500	0.5 to 5 acres	7,000 sq. ft. to 75,000 sq. ft.

## 2. Location Criteria

### A. Access

1. There is direct access from the project to a collector street and traffic will not be routed through local neighborhood streets.
2. Public transportation is available to the site.
3. Site access will not cause dangerous intersections or traffic congestion, considering the roadway capacity, existing and projected traffic counts, speed limits and number of turning movements.

### B. Site Characteristics

1. The land intended for development has an average site topography of less than a 10% grade, or it can be demonstrated that through engineering techniques, all limitations to development and the provision of services can be mitigated.
2. The site is of a size which can accommodate the present and future uses and is of a shape which allows for a site layout in a manner which maximizes user convenience and energy conservation.
3. The unique natural features, if any, can be incorporated into the design of the facilities or arrangement of land uses.

### C. User Benefits

1. The location will reduce average trip length.
2. The use will provide convenience goods close to where people live.
3. The use will integrate shopping trips into the daily movement pattern.
4. There is a demonstrated need based on a market analysis of the proposed trade area.

### D. Impact of the Proposed Change on Adjacent Lands

1. The scale is compatible with surrounding uses.

2. It will reinforce orderly and timely development.
3. Associated lights and noise will not interfere with the activities and uses on surrounding properties.
4. Structures and parking lots can be buffered from the adjacent uses.
5. Community identity can be maintained through design and site layout which blends the structure into the residential character of the area.
6. Privacy of adjacent residential areas can be maintained.

LOCAL ISOLATED BUSINESS AND HOME OCCUPATION

1. Scale

Local Isolated		<u>Intent and Purpose</u>
		To allow for small business to be integrated into other use areas where the scale and impact will be compatible with the adjacent character.

<u>Market Area Population</u>	<u>Site Size</u>	<u>Gross Leasable Area</u>
Variable	Less than 0.5 acres	1,000 to 7,000 sq. ft.

<u>Scale</u>		<u>Intent and Purpose</u>
Home Occupation		To allow business which can be carried on within a home, and whose impact will not affect the adjacent homes.

<u>Market Area Population</u>	<u>Site Size</u>	<u>Gross Leasable Area</u>
Variable	Same as Residential Zone	Less than 20% of the home

2. Location Criteria

A. Access

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

B. Site Characteristics

1. The unique natural features, if any, can be incorporated into the design of the facilities or arrangement of land uses.

C. User Benefits

1. The use will provide an opportunity for small business to operate with a minimum of overhead.

D. Impact of the Proposed Change on Adjacent Lands

1. The scale is compatible with surrounding uses.
2. Privacy on adjacent residential areas can be maintained.
3. Parking can be screened in a manner which does not alter the residential character of the neighborhood.

LAND EXTENSIVE COMMERCIAL DISTRICT

1. Scale

Land Extensive  
Commercial District

Intent and Purpose

To provide for the sale of goods and services which require large land areas and which are purchased infrequently, i.e., automobile, lumber, mobile homes, farm equipment, etc.

To locate these uses where they are convenient to the users, but where they will have minimum impact on the transportation system and adjacent land uses.

Market Area

Variable related  
to the community  
and region

Site Size

5 to 10  
acres

Gross Leasable Area

Variable

2. Locational Criteria

A. Access

1. There is access from the project to a County arterial street.

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

B. Site Characteristics

1. The land intended for development has an average site topography of less than a 6% grade, or it can be demonstrated that through engineering techniques, all limitations to development and the provision of services can be mitigated.
2. The site is of a size which can accommodate the present and future uses and is of a shape which allows for a site layout in a manner which maximizes user convenience and energy conservation.
3. The unique natural features, if any, can be incorporated into the design of the facilities or arrangement of land uses.

C. User Benefits

1. The use will provide districts where users can purchase large goods with a minimum of driving.
2. The use will be easy to find and use.
3. There is a demonstrated need based on a market analysis of the proposed trade area.

D. Impact of the Proposed Change on Adjacent Lands

1. It will reinforce orderly and timely development.
2. Associated lights and noise will not interfere with the activities and uses on surrounding properties.
3. Large scale construction and parking lots can be buffered from the adjacent uses.
4. The use can be screened from adjacent residential areas.
5. Privacy of adjacent residential areas can be maintained.

# STRIP DEVELOPMENT POLICY

## INTRODUCTION

Strip commercial should not be confused with a linear development pattern. Strip commercial is characterized as linear in arrangement, however, associated with it are high volume traffic generating uses, vehicular entrances for each use, on street parking or on site parking, a visually cluttered appearance, and no interior pedestrian circulation systems or protection from the weather elements. Linear development not having these characteristics is not strip commercial.

Strip commercial development is automobile oriented in that people cannot park on one parking lot and shop at several stores. The continued movement of the car means the shopper is entering and exiting the street system frequently, and associated with each movement is traffic congestion and hazard. Therefore, the purpose of this policy is to reduce the hazard caused by strip commercial, to provide for pedestrian oriented shopping and enhance the community aesthetic quality.

The planning and implementation process can restrict new commercial development; however, these remain a problem with existing areas. The existing areas have an excessive number of access points and have not been designed as an integral part of the community. There are two methods for addressing these problems. If some action is necessary by the County, it can require:

1. Access points be grouped in order to reduce the number of potential accident interactions.
2. That all design standards be met.

THE COUNTY'S POLICY IS NOT TO APPROVE ANY LEGISLATIVE OR QUASI-JUDICIAL PROPOSAL WHICH WILL:

1. EXPAND EXISTING STRIP COMMERCIAL DEVELOPMENTS, OR
2. CREATE STRIP COMMERCIAL DEVELOPMENTS.

WHEN APPROVAL IS REQUIRED BY THE COUNTY WITHIN AN ESTABLISHED STRIP DEVELOPMENT IT WILL:

3. REQUIRE EXISTING STRIP COMMERCIAL ACCESS POINTS TO BE CONSOLIDATED; AND
4. REQUIRE SAFE PEDISTRIAN CIRCULATION, OFF-STREET PARKING, LOADING AND STORAGE, LIGHTING, SIGNS, AND LANDSCAPE TREATMENTS TO MINIMIZE ADVERSE IMPACTS OF THE STRIP COMMERCIAL PATTERN.

## STRATEGIES

- A. As a part of the ongoing planning program, the County should:
1. Prepare and maintain a data base inventory of commercial buildable lands.
  2. Organize community planning programs and should survey:
    - a. The existing level and range of goods and services and estimate future needs.
    - b. The location and number of commercial sites which meet the standards of the plan and should designate areas for future commercial development.
  3. Work with businessmen and community groups to formulate redevelopment plans for existing commercial areas.
  4. Request the State of Oregon Department of Environmental Quality to prepare air quality and noise level reports for proposed Super Regional, Regional and Community level shopping centers or additions thereto.
- B. The following strategies should be addressed as a part of the Community Development Ordinance:
1. The Zoning Article should include a broad range of commercial zones, including primary uses, prescribed uses and conditional uses.
  2. The Development Standards Article should include standards related to: access, circulation, parking, loading, storage, landscaping, and signs.

# OFFICE LOCATION POLICY

## INTRODUCTION

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

The purposes of this plan section are to:

1. Locate office services where they can best serve the community by providing jobs and services close to where people live;
2. Provide office services for commercial and industrial districts;
3. Locate major concentrations of jobs and services where they can be served by public transportation;
4. Encourage the integration of office services into other use areas and thereby reduce required automobile trips;
5. Encourage job diversification by providing areas for major and minor office development in East Multnomah County;
6. Locate office employment where it can support other commercial services, i.e., restaurants, post office, retail, and office supplies;
7. Provide for home occupations and small business within communities to assist in developing new business opportunities and to increase convenience to residents; and
8. Reduce crime through design and site location based on the principles of defensible space.

THE COUNTY'S POLICY IS TO PROVIDE FOR THE LOCATION OF OFFICE DEVELOPMENT IN A MANNER WHICH ACCORDS WITH:

- A. THE APPLICABLE POLICIES IN THE PLAN;
- B. THE OFFICE LOCATIONAL CRITERIA APPLICABLE TO THE SCALE AND STANDARDS OF THE PROJECT.

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DEFINITIONS AND STANDARDS

Scale	Intent and Purpose	Approx. Employees	Sq. Ft. of Bldg.	Approx. Auto Traf. Generation
Regional	To provide for major concentrations of office service and employment opportunities located to support community development and public transit, or integrated into major commercial or industrial areas.	500	over 75,000	800-900 per day
Community	To provide for concentrations of support services and community level job opportunities integrated into commercial or industrial areas. (It may also contain some housing).	100-500	15,000 to 75,000	175-800 per day
Neighborhood	To provide for local service and employment related to neighborhood development integrated into the residential character of the area.	1-100	less than 15,000	less than 175 per day
Isolated	To provide for small office uses that can be integrated into other use areas and provide opportunities for small businesses and to minimize overhead costs.	1-50	Varies	Varies

REGIONAL OFFICE

1. Scale

Scale	Intent and Purpose	Approx. Employees	Sq. Ft. of Bldg.	Approx. Auto Traf. Generation
Regional	To provide for major concentrations of office service and employment opportunities located to support community development and public transit, or integrated into major commercial or industrial areas.	500	over 75,000	800-900 per day

## 2. Locational Criteria

### A. Access

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

### B. Site Characteristics

1. The land intended for development has an average site topography of less than a 6% grade, or it can be demonstrated that through engineering techniques, all limitations to development and the provision of services can be mitigated.
2. The site is of a size which can accommodate the present and future uses and is of a shape which allows for a site layout in a manner which maximizes user convenience and energy conservation.
3. The unique natural features, if any, can be incorporated into the design of the facilities or arrangement of land uses.

### C. Impact of the Proposed Change on Adjacent Lands

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

### D. User Benefits

1. The use will provide a large variety of services at one location.
2. The use will reduce the number of required trips.
3. There is a demonstrated need based on a market analysis of the proposed trade area.
4. Multiple uses can be integrated to increase user convenience.
5. The use will expand the range and number of job opportunities available within the community.

COMMUNITY OFFICE

1. Scale

Scale	Intent and Purpose	Approx. Employees	Sq. Ft. of Bldg.	Approx. Auto Traf. Generation
Community	To provide for concentrations of support services and community level job opportunities integrated into commercial or industrial areas. (It may also contain some housing).	100-500	15,000 to 75,000	175-800 per day

2. Locational Criteria

A. Access

1. There is direct access from the project to a collector street and traffic will not be routed through local neighborhood streets.
2. Site access will not cause dangerous intersections or traffic congestion, considering the roadway capacity, existing and projected traffic counts, speed limits and number of turning movements.
3. There is public transit to the site.

B. Site Characteristics

1. The land intended for development has an average site topography of less than a 10% grade, or it can be demonstrated that through engineering techniques, all limitations to development and the provision of services can be mitigated.
2. The site has high visibility.
3. The site is of a size which can accommodate the present and future uses and is of a shape which allows for a site layout in a manner which maximizes user convenience and energy conservation.
4. The unique natural features, if any, can be incorporated into the design of the facilities or arrangement of land uses.
5. The site can be buffered from established residential areas.

C. Impact of the Proposed Change on Adjacent Lands

1. It will reinforce orderly and timely development.

2. Associated lights and noise will not interfere with the activities and uses on surrounding properties.
3. Large scale construction and parking lots can be buffered from the adjacent uses.
4. Privacy of adjacent residential developments can be maintained.
5. Community identity can be maintained through design and site layout which blends the structure into the character of the area.

D. User Benefits

1. The location will reduce average trip length.
2. There is a demonstrated need based on a market analysis of the proposed trade area.
3. The project will allow people the opportunity to live close to where they work.
4. Multiple uses can be integrated to increase user convenience.
5. The use will expand the range and number of job opportunities available within the community.

NEIGHBORHOOD OFFICE

1. Scale

Scale	Intent and Purpose	Approx. Employees	Sq. Ft. of Bldg.	Approx. Auto Traf. Generation
Neighborhood	To provide for local service and employment related to neighborhood development integrated into the residential character of the area.	1-100	less than 15,000	less than 175 per day

2. Locational Criteria

A. Access

1. Site access will not cause dangerous intersections or traffic congestion, considering the roadway capacity, existing and projected traffic counts, speed limits and number of turning movements.
2. There is public transit within one-quarter mile of the site.

C. Impact of the Proposed Change on Adjacent Lands

1. The scale is compatible with surrounding uses.
2. It will reinforce orderly and timely development.
3. Associated lights and noise will not interfere with the activities and uses on surrounding properties.
4. Privacy of adjacent residential developments can be maintained.
5. Community identity can be maintained through design and site layout which blends the structure into the character of the area.

D. User Benefits

1. The location will reduce average trip length.
2. There is a demonstrated need based on a market analysis of the proposed trade area.
3. The project will allow people the opportunity to live close to where they work.
4. Multiple uses can be integrated to increase user convenience.
5. The use will provide an opportunity for small businesses to operate with a minimum of overhead.
6. The use will expand the range and number of job opportunities available within the community.

ISOLATED OFFICE

1. Scale

Scale	Intent and Purpose	Approx. Employees	Sq. Ft. of Bldg.	Approx. Auto Traf. Generation
Isolated	To provide for small office uses that can be integrated into other use areas and provide opportunities for small businesses and to minimize overhead costs.	1-50	varies	varies

## 2. Locational Criteria

### A. Access

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

### B. Site Characteristics

1. The site is of a size which can accommodate the present and future uses and is of a shape which allows for a site layout in a manner which maximizes user convenience and energy conservation.
2. The unique natural features, if any, can be incorporated into the design of the facilities or arrangement of land uses.
3. The land intended for development has an average site topography of less than 20% grade, or it can be demonstrated that through engineering techniques, all limitations to development and the provision of services can be mitigated.

### C. Impact of the Proposed Change on Adjacent Lands

1. The scale is compatible with surrounding uses.
2. It will reinforce orderly and timely development.
3. Privacy of adjacent residential developments can be maintained.
4. Community identity can be maintained through design and site layout which blends the structure into the character of the area.

### D. User Benefits

1. The location will reduce average trip length.
2. The use will provide services close to where people live.
3. There is a demonstrated need based on a market analysis of the proposed trade area.
4. The project will allow people the opportunity to live close to where they work.
5. The use will provide an opportunity for small businesses to operate with a minimum of overhead.

## STRATEGIES

- A. As a part of the ongoing planning program, the County should:
1. Prepare and maintain a data base inventory of office buildable lands.
  2. Organize community planning programs and should survey:
    - a. The existing level and range of services and estimated future need.
    - b. The location and number of office sites which meet the standards of the plan.
    - c. The needs for office services in the various communities and will designate areas for future office development.
  3. Work with business and community groups to formulate redevelopment plans for existing office areas.
- B. The following strategies whould be addressed as a part of the Community Development Ordinance:
1. The Zoning Article should include a category of office zones including uses by right, prescribed uses, and conditional uses. Office uses should also be considered for treatment as conditional uses in multiple family zone districts.
  2. The Development Standards Article should include standards related to access, circulation, parking, loading, storage, landscaping, and signs.

# INDUSTRIAL LOCATION POLICY

## INTRODUCTION

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

The purposes of this plan section are to:

1. Protect the stability and functional aspects of industrial areas by protecting them from incompatible uses;
2. Integrate job opportunities into local neighborhoods and communities and reduce commuter travel time and air pollution through the location of dispersed industrial parks and allowing the mixing of light industrial and commercial uses;
3. Utilize the transportation system in an efficient and safe manner and reduce energy consumption by identifying for industrial development, strategic trans-shipment points and areas with alternative transportation opportunities; and by locating employment opportunities close to public transportation and where appropriate, in community areas; and
4. Minimize the adverse effects of industrial development by categorizing industry and through site location criteria and design standards.

THE COUNTY'S POLICY IS TO PROVIDE FOR THE LOCATION OF INDUSTRIAL DEVELOPMENT IN A MANNER WHICH ACCORDS WITH:

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- A. THE APPLICABLE POLICIES IN THIS PLAN;
- B. THE LOCATIONAL CRITERIA APPLICABLE TO THE SCALE AND STANDARDS OF THE USE.

DEFINITIONS AND STANDARDS

Scale	Intent and Purpose	Site*	Examples of Types of Uses Included
Regional Industrial	To provide for major industrial areas which support or are part of the regional economic system.	Over 200 acres	-Major truck distribution -Rail yards -Deep draft harbor facilities -International Airport cargo facilities -Major diverse industrial firm with over 2000 employees -Supporting industrial development -Support services
Community Industrial	To provide for major employment concentrations having access to a broad and diverse labor force.	20-200 acres	-Heavy, medium and light industrial development -Warehousing -Distribution -Office, Research and Development -Incubator industry -Support services
Neighborhood Industrial	To provide for local concentrations of employment. To provide job opportunities close to where people live.	5-20 acres	-Light industry -Warehousing -Office, Research and Development -Incubator -Support services
Isolated Heavy Industrial	To provide for industrial sites or clusters of sites. To provide for specific heavy industry.	Varies	-Heavy-medium industry -Truck distribution -Warehousing -Incubator -Support services
Isolated Light Industrial	To provide for sites to allow light industry to be integrated into other use areas.	Varies	-Light Industry -Office, Research and Development -Incubator -Home occupation -Support services

\*May be either a single site or a cluster of smaller sites.

REGIONAL INDUSTRIAL

1. Scale

Scale	Intent and Purpose	Site
Regional Industrial	To provide for major industrial areas which support or are part of the regional economic system.	Over 200 acres

2. Locational Criteria

A. Access

1. There is access from the project to the interstate freeway system.
2. There is direct access from the project to a north-south or east-west arterial.
3. There is public transit within one-quarter mile of the site.
4. Site access will not cause dangerous intersections or traffic congestion, considering the roadway capacity, existing and projected traffic counts, speed limits and number of turning movements.

B. Site Characteristics

1. The land intended for development has an average site topography of less than a 6% grade, or it can be demonstrated that through engineering techniques, all limitations to development and the provision of services can be mitigated.
2. The site is separated by topography, transportation facilities or other non-residential land uses from substantial residential areas.
3. The unique natural features, if any, can be incorporated into the design of the facilities or arrangement of land uses.

C. User Benefits

1. The use will support industrial linkages.
2. The use will not be incompatible with industrial firms which are located in the area.
3. The site location can reduce the average journey to work trip.

D. Impact of the Proposed Change on Adjacent Lands

1. It will reinforce orderly and timely development.
2. Associated lights and noise will not interfere with the activities and uses on surrounding properties.
3. There is adequate landscaping to filter the dust from the site area.
4. Development can support and/or be compatible with the surrounding industrial developments.

COMMUNITY INDUSTRIAL

L. Scale

Scale	Intent and Purpose	Site
Community Industrial	To provide for major employment concentrations having access to a broad and diverse labor force.	20-200 acres

2. Locational Criteria

A. Access

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

B. Site Characteristics

1. The land intended for development has an average site topography of less than a 6% grade, or it can be demonstrated that through engineering techniques, all limitations to development and the provision of services can be mitigated.
2. The unique natural features, if any, can be incorporated into the design of the facilities or arrangement of land uses.

3. The site can be buffered from established residential areas.
- C. User Benefits
1. The site location can reduce the average journey to work trip.
  2. The use will support industrial linkages.
  3. The use can expand the range and number of job opportunities available within the community.
- D. Impact of the Proposed Change on Adjacent Lands
1. It will reinforce orderly and timely development.
  2. Associated lights and noise will not interfere with the activities and uses on surrounding properties.
  3. Buffering can be used to screen the project from adjacent uses.
  4. There is adequate landscaping to filter the dust from the site area.
  5. Development can support and/or be compatible with the surrounding industrial developments.

NEIGHBORHOOD INDUSTRIAL

1. Scale

Scale	Intent and Purpose	Site
Neighborhood Industrial	To provide for local concentrations of employment.	5-20 acres
	To provide job opportunities close to where people live.	

2. Locational Criteria

A. Access

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

3. There is public transit within one-quarter mile of the site.

B. Site Characteristics

1. The land intended for development has an average site topography of less than a 6% grade, or it can be demonstrated that through engineering techniques, all limitations to development and the provision of services can be mitigated.
2. The unique natural features, if any, can be incorporated into the design of the facilities or arrangement of land uses.
3. The site can be buffered from established residential areas.

C. Impact of the Proposed Change on Adjacent Lands

1. It will reinforce orderly and timely development.
2. Associated lights and noise will not interfere with the activities and uses on surrounding properties.
3. Large scale construction and parking lots can be buffered from the adjacent uses.
4. The project can be integrated into the existing community.
5. There is adequate landscaping to filter the dust from the site area.
6. Development can support and/or be compatible with the surrounding industrial developments.

D. User Benefits.

1. The site location can reduce the average journey to work trip.
2. Multiple uses can be integrated to increase user convenience.
3. The use can provide an opportunity for small businesses to operate with a minimum of overhead.
4. The use can expand the range and number of job opportunities available within the community.

ISOLATED LIGHT INDUSTRIAL

1. Scale

Scale	Intent and Purpose	Site
Isolated Light Industrial	To provide for sites to allow light industry to be integrated into other use areas.	Varies

## 2. Locational Criteria

### A. Access

1. There is direct access from the project to a collector street and traffic will not be routed through local neighborhood streets.
2. Site access will not cause dangerous intersections or traffic congestion, considering the roadway capacity, existing and projected traffic counts, speed limits and number of turning movements.

### B. Site Characteristics

1. The land intended for development has an average site topography of less than a 10% grade, or it can be demonstrated that through engineering techniques, all limitations to development and the provision of services can be mitigated.
2. The unique natural features, if any, can be incorporated into the design of the facilities or arrangement of land uses.
3. The site can be buffered from established residential areas.

### C. Impact of the Proposed Change on Adjacent Lands

1. It is compatible with surrounding uses, considering scale, character and use.
2. It will reinforce orderly and timely development.
3. Associated lights and noise will not interfere with the activities and uses on surrounding properties.
4. Large scale construction and parking lots can be buffered from the adjacent uses.
5. Privacy of adjacent residential developments can be maintained.
6. Community identity can be maintained through design and site layout which blends the structure into the character of the area.
7. There is adequate landscaping to filter the dust from the site area.

### D. User Benefits

1. The site location can reduce the average journey to work trip.
2. The project will allow people the opportunity to live close to where they work.
3. Multiple uses can be integrated to increase user convenience.

4. The use can provide an opportunity for small businesses to operate with a minimum of overhead.
5. The use can expand the range and number of job opportunities available within the community.

ISOLATED LIGHT INDUSTRIAL

1. Scale

Scale	Intent and Purpose	Site
Isolated Heavy Industrial	To provide for industrial sites or clusters of sites.  To provide locations for specific heavy industry.	Varies

2. Locational Criteria

A. Access

1. There is direct access from the project to a collector street and traffic will not be routed through local neighborhood streets.
2. Site access will not cause dangerous intersections or traffic congestion, considering the roadway capacity, existing and projected traffic counts, speed limits and number of turning movements.

B. Site Characteristics

1. The land intended for development has an average site topography of less than a 6% grade, or it can be demonstrated that through engineering techniques, all limitations to development and the provision of services can be mitigated.
2. The unique natural features, if any, can be incorporated into the design of the facilities or arrangement of land uses.
3. The site is separated by topography, transportation facilities or other non-residential land uses from any residential areas.

C. Impact on Adjacent Lands

1. It will reinforce orderly and timely development.
2. Associated lights and noise will not interfere with the activities and uses on surrounding properties.

3. Large scale construction and parkinglots can be buffered from the adjacent uses.
4. There is adequate landscaping to filter the dust from the site area.
5. Development can support and/or be compatible with the surrounding industrial developments.

D. User Benefits

1. The site location can reduce the average journey to work trip.
2. There is a demonstrated need based on a market analysis.
3. The project can allow people the opportunity to live close to where they work.
4. The use can expand the range and number of job opportunities available within the community.

DEFINITION OF INDUSTRIAL TYPES

The following types of industry are defined based on the average characteristics, needs and impacts. These classification are based on a survey of over one hundred existing industries in the Portland area. These are average characteristics to be used in applying the locational criteria and are not requirements for new development.

HEAVY INDUSTRY  
Characteristics

Site Development

Large scale site development approximately 20 acres per firm.  
 Building coverage of 20% or less.  
 Outdoor storage of 16% or more.  
 Needs deep water and/or rail access.  
 Several structures (some) over 40 feet high.

Environmental Impacts

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

Employment Characteristics

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

Transportation Impact

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

Visibility

High process visibility.  
Interesting to watch.

MEDIUM INDUSTRY  
Characteristics

Site Development

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

Environmental Impact

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

Employment Characteristics

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

Transportation Impact

Daily truck volume, 21-34.  
Rail volume, 31-80 cars per month.

Visibility

Some process of visibility.

LIGHT INDUSTRY  
Characteristics

Site Development

Light-clean industry.  
Manufacturing in nature.  
Sites from 1-6 acres.  
One building.  
Building coverage - 60% of site.  
Outdoor storage 6% of site.  
Does not require rail or waterfront access.

Environmental Impacts

Little or no air or water pollution.  
No noise or objectionable odors.  
Industrial wastes are burnable.

Employment Characteristics

Employment density, 20 employees per acre.  
25% or more female employees.  
One shift.

Transportation Impacts

Little truck traffic.

Visibility

Little process visibility.

WAREHOUSE  
Characteristics

Site Development

Medium intensity distribution facilities.  
Sites from 2-25 acres.  
One building.  
Building coverage 50-60%.  
Little if any outdoor storage.

Environmental Impacts

No air or water pollution.  
Dust generated from truck circulation.  
Little industrial waste.

Employment Characteristics

Very low employee density.

Transportation Impacts

Both rail and truck usually required.

Visibility

No process visibility.

DISTRIBUTION  
Characteristics

Site Development

Majority of the site is paved.  
Site size varies.

One building, usually in "T" shape.  
Low building coverage.  
Large area paved for aprking and truck maneuvering.

Environmental Impacts

Higher than average noise.  
Air pollution including dust.

Employment Characteristics

Low on-site employee density.

Transportation Impacts

High truck traffic.

Visibility

Moderate visibility.

STRATEGIES

- A. As a part of the ongoing planning program, the County should:
1. Prepare and maintain a data base inventory of industrial buildable lands.
  2. Organize community planning programs and should survey:
    - a. The existing level and range of industrial sites.
    - b. The location and number of industrial sites which meet the standards of the plan.
    - c. The need for industrial land in the various communities and will designate areas for future industrial development.
  3. Request the State of Oregon, Department of Environmental Quality, to prepare air quality and noise level impact reports for medium and heavy industrial uses.
  4. Amend this plan and include standards and strategies which address extractive industries.
  5. Study and examine the need and feasibility of including performance standards for industrial uses in the Community Development Ordinance. The standards would relate to such factors as noise, odor, etc.

B. The following strategies should be addressed as a part of the Community Development Ordinance:

1. The Zoning Article should include a broad range of industrial zones including primary uses, prescribed uses, and conditional uses. Supportive service and business uses should be allowed as conditional uses.
2. The Land Division Article should provide standards for industrial subdivisions with attention to road standards.
3. The Development Standards Article should include standards related to: access, circulation, parking, loading, storage, landscaping, and signs. It should also include provisions for industrial park development.

# COMMUNITY FACILITIES AND USES LOCATION POLICY

## INTRODUCTION

Public facilities and uses include public and private activities which are owned and operated for the benefit of the public. These include, for example, schools, libraries, hospitals, parks, golf courses, police and fire stations, water service, sewerage facilities and other operations performed as a public service.

Community facilities fulfill a social need for the community. If people are sick, they may need a hospital. Libraries and schools have educational benefits. These facilities and uses have a direct effect on the public health, safety and welfare. They must be located in a manner which maximizes the net gains to the public and relates to the service area.

The purposes of this plan section are to:

1. Provide services where and when appropriate;
2. Locate community facilities and uses where appropriate access and required services can be achieved;
3. Support community identity and development of community centers;
4. Reduce auto trips by clustering public services with other related commercial, office and industrial uses;
5. Minimize adverse impacts on adjacent development through site location and design guidelines; and
6. Promote reduced crime potential through design and location based on the principles of defensible space.

THE POLICY OF THE COUNTY IS TO PROVIDE FOR THE LOCATION OF COMMUNITY FACILITIES IN A MANNER WHICH ACCORDS WITH:

- A. THE APPLICABLE POLICIES IN THIS PLAN;
- B. THE LOCATIONAL CRITERIA APPLICABLE TO THE SCALE AND STANDARDS OF THE USE.

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COMMUNITY FACILITIES AND USES CATEGORIES

Based on the impacts of the uses, they are placed within the following categories which relate to the locational criteria on the following pages:

COMMUNITY SERVICE FOUNDATIONS

ELECTRICAL GENERATING FACILITIES  
NATURAL GAS STORAGE  
SEWAGE TREATMENT PLANTS  
TELEPHONE, COM. STATION AND SWITCHING  
WATER STORAGE

MINOR COMMUNITY PUBLIC FACILITIES

LIBRARY  
GRADE SCHOOL  
MIDDLE SCHOOL  
PARKS  
NEIGHBORHOOD MEETING ROOMS  
RESIDENTIAL CARE FACILITY  
CLINICS  
CONVALESCENT HOMES  
CHURCHES

MAJOR COMMUNITY PUBLIC FACILITIES

FIRE STATION  
PRECINCT STATIONS  
LODGES  
AMBULANCE SERVICES  
HIGH SCHOOL  
MUSEUM  
TRANSIT STATIONS  
GOVERNMENT SERVICES  
    \*Administrative  
    \*Human  
    \*Justice

MINOR REGIONAL PUBLIC FACILITIES

POWER SUBSTATION  
CEMETERIES  
REGIONAL PARKS  
BOAT LAUNCHES  
MARINAS  
RECYCLING CENTER

MAJOR REGIONAL PUBLIC FACILITIES

COMMUNITY COLLEGE  
PRIVATE COLLEGE  
UNIVERSITY

AIRPORT  
GOVERNMENT SERVICES  
    \*Administrative  
    \*Human  
    \*Justice  
HOSPITAL  
LAND FILLS  
REFUSE TRANSFER STATION

CRITERIA AND STANDARDS FOR LOCATING PUBLIC FACILITIES

COMMUNITY SERVICE FOUNDATIONS

1. Locational Criteria

A. Access

1. Truck traffic will not be routed through local neighborhood streets.
2. Site access will not cause dangerous intersections or traffic congestion, considering the roadway capacity, existing and projected traffic counts, speed limits and number of turning movements.

B. Impact of the Proposed Change on Adjacent Lands

1. Associated lights and noise will not interfere with the activities and uses on surrounding properties.
2. Large scale construction and parking lots can be buffered from the adjacent uses.
3. Privacy of adjacent residential developments can be maintained.
4. Community identity can be maintained through design and site layout which blends the structure into the residential character of the area.
5. Buffering can be used to screen the project from adjacent uses.

C. Site Characteristics

1. The unique natural features, if any, can be incorporated into the design of the facilities or arrangement of land uses.
2. The land intended for development has an average site topography of less than 20% grade, or it can be demonstrated that through engineering techniques, all limitations to development and the provision of services can be mitigated.

3. The site is of a size which can accommodate the present and future uses and is of a shape which allows for a site layout in a manner which maximizes user convenience and energy conservation.

#### MINOR COMMUNITY PUBLIC FACILITIES

##### 1. Locational Criteria

###### A. Access

1. There is different access from the site to a collector street and traffic will not be routed through local neighborhood streets.
2. Site access will not cause dangerous intersections or traffic congestion considering the roadway capacity, existing and projected traffic counts, speed limits and number of turning movements.
3. There is public transit within one-quarter mile of the site.

###### B. Impact of the Proposed Change on Adjacent Lands

1. It is compatible with surrounding uses, considering scale, character and use.
2. It will reinforce orderly and timely development.
3. Associated lights and noise will not interfere with the activities and uses on surrounding properties.
4. Large scale construction and parking lots can be buffered from the adjacent uses.
5. Privacy of adjacent residential developments can be maintained.
6. The site layout can respond to existing community identity and street patterns.
7. Buffering can screen the project from adjacent uses.
8. The project can be integrated into the existing community.
9. There is adequate landscaping to filter the dust from the site area.

###### C. Site Characteristics

1. The land intended for development has an average site topography of less than a 10% grade, or it can be demonstrated that through engineering techniques, all limitations to development and the provision of services can be mitigated. (Note: this does not apply to parks).

2. The site is of a size which can accommodate the present and future uses and is of a shape which allows for a site layout in a manner which maximizes user convenience and energy conservation.
3. The unique natural features, if any, can be incorporated into the design of the facilities or arrangement of land uses.

#### MAJOR COMMUNITY PUBLIC FACILITIES

##### 1. Scale

###### A. Access

1. There is direct access from the site to a collector street and traffic will not be routed through local neighborhood streets.
2. Site access will not cause dangerous intersections or traffic congestion, considering the roadway capacity, existing and projected traffic counts, speed limits and number of turning movements.
3. There is public transit to the site.

###### B. Impact of the Proposed Change on Adjacent Lands

1. It is compatible with surrounding uses, considering scale, character and use.
2. It will reinforce orderly and timely development.
3. Associated lights and noise will not interfere with the activities and uses on surrounding properties.
4. Large scale construction and parking lots can be buffered from the adjacent uses.
5. Privacy of adjacent residential developments can be maintained.
6. Community identity can be maintained through design and site layout which blends the structure into the residential character of the area.
7. Buffering can screen the project from adjacent uses.
8. The project can be integrated into the existing community.
9. There is adequate landscaping to filter the dust from the site area.

C. Site Characteristics

1. The land intended for development has an average site topography of less than a 10% grade, or it can be demonstrated that through engineering techniques, all limitations to development and the provision of services can be mitigated.
2. The site is of a size which can accommodate the present and future uses and is of a shape which allows for a site layout in a manner which maximizes user convenience and energy conservation.
3. The unique natural features, if any, can be incorporated into the design of the facilities or arrangement of land uses.

MINOR REGIONAL PUBLIC FACILITIES

1. Locational Criteria

A. Access

1. There is direct access from the site to a collector street and traffic will not be routed through local neighborhood streets.
2. Site access will not cause dangerous intersections or traffic congestion, considering the roadway capacity, existing and projected traffic counts, speed limits and number of turning movements.
3. There is public transit within one-quarter mile of the site.

B. Impact of the Proposed Change on Adjacent Lands

1. It is compatible with surrounding uses, considering scale, character and use.
2. It will reinforce orderly and timely development.
3. Associated lights and noise will not interfere with the activities and uses on surrounding properties.
4. Large scale construction and parking lots can be buffered from the adjacent uses.
5. Privacy of adjacent residential developments can be maintained.
6. Community identity can be maintained through design and site layout which blends the structure into the residential character of the area.
7. Buffering can screen the project from adjacent uses.
8. The project can be integrated into the existing community.

9. There is adequate landscaping to filter the dust from the site area.
10. Development can support and/or be compatible with the surrounding developments.

C. Site Characteristics

1. The unique natural features, if any, can be incorporated into the design of the facilities or arrangement of land uses.
2. The site is of a size which can accommodate the present and future uses and is of a shape which allows for a site layout in a manner which maximizes user convenience and energy conservation.

MAJOR REGIONAL PUBLIC FACILITIES

1. Locational Criteria

A. Access

1. There is access from the site to a freeway interchange.
2. There is direct access from the site to a major arterial.
3. Site access will not cause dangerous intersections or traffic congestion, considering the roadway capacity, existing and projected traffic counts, speed limits and number of turning movements.
4. There is public transit to the site.

B. Impact of the Proposed Change on Adjacent Lands

1. It will reinforce orderly and timely development.
2. Associated lights and noise will not interfere with the activities and uses on surrounding properties.
3. Large scale construction and parking lots can be buffered from the adjacent uses.
4. Privacy of adjacent residential developments will be respected.
5. Community identity can be maintained through design and site layout which blends the structure into the character of the area.
6. The project can be integrated into the existing community.
7. There is adequate landscaping to filter the dust to adjacent properties.

C. Site Characteristics

1. The land intended for development has an average site topography of less than a 6% grade, or it can be demonstrated that through engineering techniques, all limitations to development and the provision of services can be mitigated.
2. The site is of a size which can accommodate the present and future uses and is of a shape which allows for a site layout in a manner which maximizes user convenience and energy conservation.
3. The unique natural features, if any, can be incorporated into the design of the facilities or arrangement of land uses.

STRATEGIES

- A. As a part of the ongoing planning program, the County should:
  1. Prepare and maintain a data base inventory of existing community facilities and uses.
  2. Initiate community planning programs to determine community facility needs.
- B. The following strategies should be addressed as a part of the Community Development Ordinance:
  1. The Zoning Article should:
    - a. Provide for community facilities as conditional uses.
  2. The Development Standards Article should:
    - a. Require design review approval for all community facilities and uses.
    - b. Include standards related to access, circulation, parking, loading, storage, landscaping, and signs.
  3. The Capital Improvements Program Article should:
    - a. Program community facility needs provided by the County.

# PHYSICAL SUPPORT SYSTEMS POLICIES

This section contains the following policies:

Capital Improvements Policy

Transportation System Policies

- . Trafficways Policy
- . Public Transportation Policy
- . Development Requirements Policy

Utilities Policy

- . Water, Disposal System, Drainage, Energy and Communications Policy

Facilities Policy

- . School, Fire Protection, and Policy Protection Policy

Transportation, utilities and facilities are basic physical support systems for development. These support systems are vital to the public health, safety and welfare, as well as the environmental, social and economic well-being of the community, and are important influences in the growth and development pattern of the County. In particular, transportation, domestic water and sanitary sewer, and energy system and drainage systems are necessary for development.

The physical support system elements are defined as follows:

1. Transportation: Modes of accessibility or mobility for the purpose of transporting people, goods and services which include trafficways, public transportation, aviation, barge and ship movement, and pedestrian and bicycle pathways.
2. Utilities: Public and private services providing domestic water, wastewater treatment, surface drainage, solid waste disposal, energy and communication.
3. Facilities: Physical plants and facilities providing such special services as human care and education buildings, and general purpose government services, such as police and fire protection.

The sprawled development characterizing many portion of the County requires large capital investments to provide the public facilities necessary to serve the population; yet in many cases, these facilities are not efficiently utilized until years later when areas passed over by earlier development are subsequently filled in an a solid development pattern is achieved. In other areas, development is

occurring where public facilities are neither available nor programmed. This chaotic situation places an unreasonable financial burden when public facilities are provided indiscriminately and without forethought as to public cost. Therefore, the physical support systems should be constructed in accord with a land use plan to insure that development takes place in appropriate locations, and that it represents an efficient and effective investment of public funds.

The problem facing the County with respect to the construction of a coordinated support system are:

1. Insufficient public funds to construct a County-wide system over the short range;
2. Determining where short range projects should be programmed;
3. Coordinating the multiplicity of agencies which provide services into an integrated system;
4. Receiving public views as to where money should be allocated and for which projects; and
5. Developing standards and locational criteria to assure the community needs are met.

A critical process in comprehensive plan implementation is the programming of investment in basic facilities. Multnomah County and other agencies are faced with the difficult task of meeting the increased public facility needs of a growing population while attempting to both stay within the constraints of limited financial resources, and combat the spiraling inflationary costs of providing these needs.

Therefore, the County needs to develop fiscal and planning techniques which can be used to insure the coordination of public facilities with identified needs and available fiscal resources in the most economical and efficient manner.

# CAPITAL IMPROVEMENTS POLICY

## INTRODUCTION

A coordinated policy for providing transportation, utilities and facilities can be accomplished through a capital improvements program. The primary purposes of such a program are to:

1. Focus attention on community goals, needs and capabilities;
2. Achieve optimum use of tax dollars;
3. Encourage efficient administration of public business;
4. Serve the broadest public needs;
5. Improve intergovernmental coordination; and
6. Consider private utilities in preparing the County Capital Improvements Program.

Capital improvements programming is the process of budgeting for public expenditures on major capital items under a priority identification system. It is a continuous process for the selection and sequencing of physical public projects in support of development over a period of years.

THE COUNTY'S POLICY IS TO ESTABLISH AND MAINTAIN A CAPITAL IMPROVEMENTS PROGRAM TO ACHIEVE DESIRED TYPES AND LEVELS OF PUBLIC SERVICES AND FACILITIES, AND TO PROVIDE FOR THE TIMELY, ORDERLY AND EFFICIENT ARRANGEMENT OF PUBLIC SERVICES AND FACILITIES IN ACCORD WITH THE PLAN POLICIES AND STRATEGIES, CONSIDERING:

- A. THE HEALTH, SAFETY AND GENERAL WELFARE OF COUNTY RESIDENTS;
- B. THE LEVEL OF SERVICES REQUIRED, BASED UPON THE NEEDS AND USES PERMITTED IN THE URBAN, RURAL AND NATURAL RESOURCE AREAS;
- C. THE EQUITABLE DISTRIBUTION OF COSTS BASED UPON THE BENEFITS RECEIVED FROM THE PUBLIC UTILITY SYSTEM OR FACILITY; AND
- D. THE ENVIRONMENTAL, SOCIAL AND ECONOMIC IMPACTS.

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## STRATEGIES

- A. The following strategies should be addressed in the preparation of the Community Development Ordinance:
1. The Zoning Article should apply the conditional use procedure to the construction or extension of:
    - a. Public sewer and water systems or facilities outside of the urban growth boundary;
    - b. Public and quasi-public building;
    - c. Airports; and
    - d. Railroad tracks when passing through land not planned and zoned for industrial use or when crossing a public right-of-way.
  2. The Capital Improvements Article should include:
    - a. Identification of capital needs based upon the Comprehensive Plan;
    - b. Preparation of a financial analysis of the County's ability to funds needs, and also an identification of financial resource needs;
    - c. Formulation of an improvement program including an annual capital budget and five year capital improvement schedule;
    - d. Annual review of progress, revision and update of the capital improvement program including both the five year schedule and capital budget;
    - e. Coordination with the private utility suppliers to maximize the efficient delivery of both public and private utilities and facilities.
- B. The County should review all service district boundary amendments submitted to the Boundary Commission for action and should recommend approval only when the proposal accords with the County Comprehensive Plan.
- C. The County should strive to achieve a capital improvements program integrated with the cities and special service districts.

# TRANSPORTATION SYSTEM POLICIES

## INTRODUCTION

The transportation system policies include:

- Transportation System Policy
- Trafficways Policy
- Public Transportation Policy
- Transportation Development Requirements Policy

The transportation system consists of a variety of vehicles and a complex physical structure. The efficiency and safety of the system depends on the design of the physical facilities and vehicles and the integration of the various modes.

The Portland Metropolitan transportation system includes:

1. A north-south and east-west interstate highway network.
2. City and County arterial system.
3. Local streets and roads.
4. Sidewalks and bicycle paths.
5. Two inter-regional and two intra-regional bus lines.
6. Fifty-two truck lines.
7. Four major railroads.
8. Ten airlines, served from an international airport.
9. Six public general aviation airports.
10. Five marine terminals and three ship repair yards.
11. Fourteen tug and barge lines.
12. Special services and designs to provide for movement of the elderly and handicapped.
13. Numerous parking areas.

The purpose of a balanced transportation system is to provide people and commerce with alternative transportation facilities.

"Of today's metropolitan problems, none has more effect on the others than transportation. The average American, accustomed to the 'good life', has a need for many types of transportation. The trend toward suburban living, the two or three-car family, and the greater mobility demanded by our technological revolution have caused a vicious circle of problems, all of which create or are affected by transportation problems.

Transportation gets us, or doesn't, from home to jobs, to shopping, to recreation areas. Where we want to live, work and play creates needs for housing, employment, services, public transit, highways, and land use planning. All these factors affect the social, economic and physical health of our environment."\*

"Side by side with an obvious need for renewal of mass transit is the problem of the automobile. The desire by most Americans for one or more cars has affected the health of public transit systems and has set the automobile on a collision course with the environment. We are confronted by air pollution from exhaust fumes, waste disposal problems from tires and petroleum products, and visual scarring of the landscape by parking lots and derelict cars. Development of any transportation system has vast social implications. Are there people who cannot afford a car and are unable to get a job for lack of public transportation? How do senior citizens on fixed incomes get to medical care? How do highways and rapid transit lines affect the growth, development and general health of neighborhoods through which they pass? All of these problems indicate the far-reaching influence of transportation, transit and the automobile."\*

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\* Transportation - A Study by the Tri-County Metro Committee League of Women Voters, March 1970.

# TRANSPORTATION SYSTEM POLICY

## INTRODUCTION

A balanced transportation system means providing alternatives for people including those who can and cannot operate an automobile, and alternatives for commerce. The County is involved in making decisions with respect to Federal, State and County road improvements and the provision of public transportation. It also reviews applications for spur railroad lines. In planning for the system environmental impacts and social consequences must be mitigated and cost, safety, and efficiency factors emphasized. In addition, the facilities should be located and designed to reinforce community identity and aesthetic quality. The system should be landscaped and lend visual enhancement.

The purpose of this policy is to establish criteria for the County to use in evaluating alternative transportation proposals, in order to achieve its objective of a balanced, safe and efficient system.

THE COUNTY'S POLICY IS TO IMPLEMENT A BALANCED, SAFE AND EFFICIENT TRANSPORTATION SYSTEM. IN EVALUATING PARTS OF THE SYSTEM, THE COUNTY WILL SUPPORT PROPOSALS WHICH:

- A. IMPLEMENT THE COMPREHENSIVE PLAN;
- B. BEST ACHIEVE THE OBJECTIVES OF THE SPECIFIC PROJECT;
- C. PROTECT OR ENHANCE WATER AND AIR QUALITY AND REDUCE NOISE LEVELS;
- D. PROTECT SOCIAL VALUES AND THE QUALITY OF NEIGHBORHOODS AND COMMUNITIES;
- E. SUPPORT ECONOMIC GROWTH;
- F. PROVIDE A SAFE, FUNCTIONAL AND CONVENIENT SYSTEM; AND
- G. PROVIDE OPTIMUM EFFICIENCY AND EFFECTIVENESS OF INVESTMENT.

THE COUNTY WILL ALSO CONSIDER:

- H. EQUALITY OF ACCESS TO URBAN OPPORTUNITIES;
- I. THE DEGREE OF MOBILITY AVAILABLE TO ALL PEOPLE IN TERMS OF ALTERNATIVE TYPES OF TRANSPORTATION;
- J. ENERGY CONSERVATION AND EFFICIENCY;
- K. SYSTEM FLEXIBILITY;
- L. PEDESTRIAN CROSSING AND SAFETY; AND
- M. THE NEED FOR LANDSCAPING AND OTHER DESIGN TECHNIQUES NECESSARY FOR VISUAL ENHANCEMENT.

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## STRATEGIES

- A. As a part of the ongoing planning program, studies and policies should be developed with respect to:
  - 1. Railroads, airports, and port facilities;
  - 2. Pedestrian and bicycle ways.
- B. As a part of the community planning program, pedestrian and bicycle way needs should be assessed.

# TRAFFICWAYS POLICY

Traffic ways are a major part of the transportation system, and include five general types of streets (local, collector, and arterial streets, freeways and transitways) which serve the land uses in the County, and function to move people and goods.

1. Local streets provide access to abutting property and do not serve to move through traffic.
2. Collector streets collect the traffic from local streets and serve as connectors to arterials. They are generally residential streets, but carry more traffic than local streets.
3. Arterial streets carry higher volumes of traffic, are often four lanes, and are the main traffic arteries.
  - . Principal arterial streets are generally four lanes or more and can carry a large volume of traffic, usually in excess of 25,000 vehicles per day. A significant feature of the principal arterial is its function to carry "through" trips, that is trips which have not originated in or are not destined for the County area.
  - . Major arterial streets are generally four lanes, which can carry a large volume of intra-county traffic usually in excess of 20,000 vehicles per day. Their function is to serve intra-county trips, but not through trips, i.e., trips which do not have at least one trip end within the County area.
  - . Minor arterial streets can carry a daily traffic volume up to 14,000 or more. They can be two lane roads with right and left turn lanes at intersections and left hand turn lanes where needed or three lane roads, i.e., two travel lanes and a continuous turn lane or four lane roads. Minor arterials are to serve intra-county trips, i.e., trips with at least one trip ending within the surrounding County area. Minor arterials are streets characterized by their length and their significance in acting as distributors to a sizeable surrounding area. They derive this distributor significance from the discontinuity of parallel routes and thus assume more importance in distributing trips than collector streets.
4. Freeways are high speed roadways with grade separated interchanges. Their only function is to move traffic from one area to another and generally can carry traffic volumes in excess of 60,000 vehicles per day. A sizeable portion of freeway trips are "through" trips, i.e., trips which have not originated in or are not destined for the County area.
5. Transitway denotes an exclusive right of way for transit use, either bus or rail.

Historically, with growth, communities constructed new streets or widened existing streets to alleviate congestion; however, three factors serve to alter this approach to providing for increased traffic volumes.

1. Neighborhood and community areas do not want new streets which cause traffic to pass through their area;
2. Air pollution problems in the Portland Metropolitan Area are serious and increased traffic congestion increases the problem; and
3. The County has very limited resources to construct or widen streets.

Trafficways also act as barriers to pedestrian mobility. Stores and other types of activity centers have been located in places which are divided from residential areas by wide arterials and traffic signals have not been provided.

The purpose of this policy is to direct the County to develop the existing trafficway system to maximize efficiency, and to consider the mobility of pedestrians by providing safe crossings.

THE COUNTY'S POLICY IS TO DEVELOP A SAFE AND EFFICIENT TRAFFICWAY SYSTEM USING THE EXISTING ROAD NETWORK AND BY:

- A. ESTABLISHING A STREET CLASSIFICATION SYSTEM;
- B. IMPROVING STREETS TO THE STANDARDS ESTABLISHED BY THE CLASSIFICATION SYSTEM WHERE NECESSARY AND/OR APPROPRIATE TO IDENTIFIED TRANSPORTATION PROBLEMS.
- C. PLACING PRIORITY ON MAINTAINING THE EXISTING TRAFFICWAYS;
- D. MAKING IMPROVEMENTS TO THE EXISTING SYSTEM WHICH MAXIMIZE ITS CAPACITY RATHER THAN CONSTRUCTING NEW FACILITIES; AND
- E. PROVIDING SAFE ROAD CROSSINGS FOR PEDESTRIANS.

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## STRATEGIES

A. The following strategies should be used in developing the trafficway system:

1. Trafficways. Adequate trafficways are essential to circulation and for access to abutting properties, and provide for the location of utilities. In order to develop a functional, efficient, environmentally sound and safe system, the following strategies should be pursued:

a. Classification of Trafficways. Trafficways should be classified into both a functional and administrative network in accord with the Comprehensive Plan.

(1) Functional Classification refers to the operational purpose of the facility: freeway, arterial, collector, or local street.

NOTE: As a part of the classification of streets, truck routes should be identified with specific attention given to:

- . The capability of road construction and design to withstand truck weight loadings without undue maintenance problems.
- . Economic and environmental impacts on the surrounding area.
- . The convenience of movement to major highway facilities.
- . The provision of connections to major industrial areas and freight terminals.

(2) Administrative Classification defines the jurisdictional responsibility for construction and maintenance: federal, state, county, city, or combination thereof.

b. System Efficiency. The system should be inventoried to determine system deficiencies and a capital needs list. Accessibility for major trip generators should be considered, including areas which need traffic congestion relief, and major trip generators should be located to make best use of the existing system.

c. Environmental and Social Values. Objectives of the system should be to protect air quality, open space lands, agricultural lands, views, neighborhood cohesiveness, and historic and cultural sites with minimum dislocation of residents and businesses.

- d. Safety. Safety should be one of the primary objectives, and considerations should be given to reducing the number of ingress and egress points on arterials, to increasing pedestrian mobility and pedestrian crossing, and increasing safety through signalization, speed limits, and road design.
  - e. Aesthetic Qualities. Street trees and well designed signs should be encouraged.
  - f. Economics: The cost of moving products and people should be considered in terms of time and distance factors.
- B. Planning Program. As a part of the ongoing planning program, the County should:
- 1. Participate in the State and regional transportation planning process, which is conducted on Federal Guidelines, in order to insure an integrated system.
  - 2. Coordinate and assist the cities in the County in identifying problems, alternatives and trafficway improvement projects and preparing a coordinated transportation plan.
  - 3. Participate in the State and regional process of project identification and evaluation for State and Federal funding.
- C. The following strategies should be addressed as a part of the Community Development Ordinance.
- 1. The Development Standards Article should include standards with respect to access requirements and ingress and egress points.
  - 2. The Streets and Roads Standards Article should include criteria related to street width, road construction standards and required improvements appropriate to the function of the road.
  - 3. The Capital Improvements Article should include a process for prioritizing and programming transportation projects in accord with the Comprehensive Plan.
- D. The following strategies should be pursued in the upgrading of existing trafficways not under the County's jurisdiction.
- 1. The County should advise the State and regional governments of required improvements, and should provide documentation as to the needs.
- E. To implement the "Arterial Transportation Plan Map," the County should pursue the following strategies and programs.

1. Freeways. The Arterial Transportation Plan Map includes the Sunset Freeway, Interstate 5 Freeway, Interstate 80-N Freeway, and the Interstate 205 Freeway. Interstate 205 is under construction and the expected completion is 1982.

I-5 should be widened to six lanes for a 1.4 mile segment at the Clackamas/Multnomah County line and the Haines Road Interchange should be reconstructed. I-5 South will then be six lanes from downtown Portland to the County line. The County has requested the Oregon Department of Transportation to improve the 181st Avenue/I-80N Interchange to a more workable and less hazardous configuration. The redesign of this interchange has not been scheduled as yet. The County has also requested the Oregon Department of Transportation to widen the Oregon Slough Bridge on I-5 north leading to the Interstate Bridge over the Columbia River. The current width of this bridge operates as a bottleneck for interstate traffic. The project is currently scheduled for 1982. The 181st Interchange should be scheduled in the near future.

2. Principal Arterial Streets. These include St. Helens Highway 30 north of the Portland city limits on the west side of the Willamette River, 82nd Avenue, Division Street east of I-205, Burnside Road east of 181st Avenue, and 181st Avenue between Burnside Road and I-80N.

The Burnside Road/181st Avenue route will provide an arterial connection between the Mt. Hood Highway four lane section east of Gresham and I-80N. A project is currently underway to widen Burnside Street from two lanes to four lanes between Stark Street and Powell Valley Road. This route should be utilized as the truck route for "through" truck movement.

Division Street intersects Burnside Street about one mile north of the Mt. Hood Highway. Division Street is a four lane arterial with a continuous turn lane for most of its length between I-205 and Burnside Street. This will provide for substantial east-west movement between I-205 and Gresham including "through" traffic. It is expected that Division Street would be designated as Highway 26 in the future.

3. Major Arterial Streets. Major arterials in the unincorporated area on the west side of the Willamette River are West Burnside Street, Riverside Drive, Barbur Boulevard, and Kerr Road/49th Avenue/Capitol Highway between the County line and I-5.

In the northeast unincorporated area, west of I-205, the major arterial connecting to I-205 is Columbia Boulevard to its junction with Northeast Portland Highway.

East of I-205, the major east-west arterials are Sandy Boulevard to 122nd Avenue, Halsey Street to 190th Avenue, Glisan Street to 242nd Avenue, Stark Street to Troutdale Road, Division Street between Burnside Street and 257th Avenue, Powell Boulevard between 221st Avenue and Burnside Street, and Foster Road to 122nd Avenue. This will mean the County should:

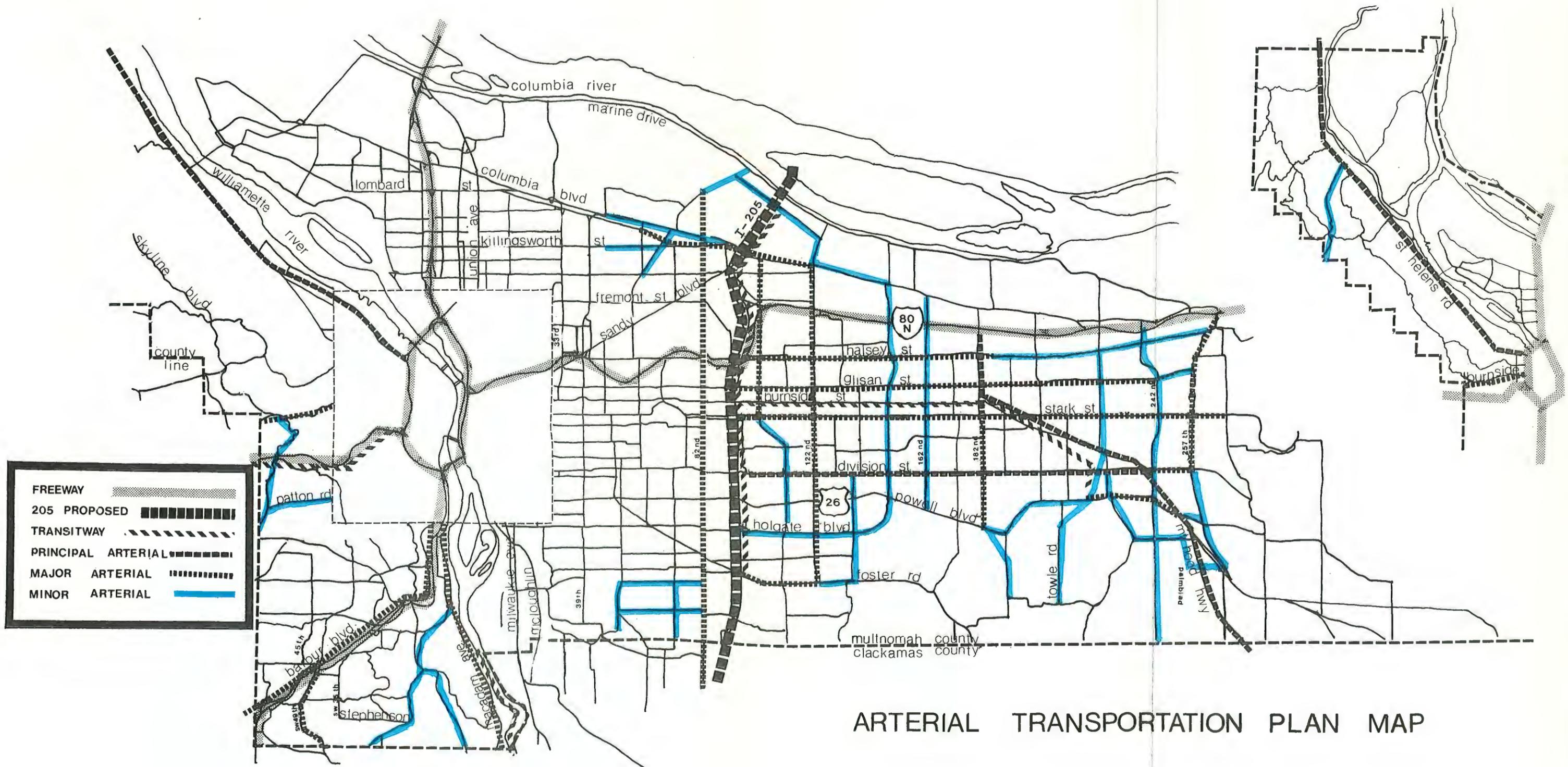
- . Widen Glisan Street to a four lane road in an 80 foot right of way between 202nd Avenue and 242nd Avenue; and
- . Widen Stark Street to a four lane arterial in an 80 foot right of way between Fairview Avenue and Troutdale Road.

East of I-205 the major north-south arterials are 102nd Avenue between Stark Street and Sandy Boulevard, 122nd Avenue between Foster Road and Sandy Boulevard, 181st/182nd Avenue between Powell Boulevard and Burnside Street and 257th between Division Street and I-80N. This will mean the County should:

- . Widen 182nd Avenue between Division Street and Powell Boulevard to a four lane arterial within an 80 to 90 foot right of way; and
  - . Widen and extend 257th Avenue, northward from Stark Street to I-80N within an 80 to 90 foot right of way.
4. Minor Arterial Streets. Several minor arterials are indicated. The minimum right of way for a minor arterial should be 60 to 66 feet. Minor arterials can be two, three (two travel lanes, plus a continuous median turn lane) or four lanes, depending on the future traffic and transit need. New minor arterial segments are indicated between:
- . I-205 and 122nd Avenue connecting to the new Airport Way;
  - . Holgate Street from 136th Avenue connecting to 148th Avenue;
  - . 190th Drive and 182nd Avenue south of Powell Boulevard;
  - . Towle Road and 221st Avenue, north of Johnson Creek; and
  - . Cherry Park Road realignment between Glisan Street and 257th Avenue.

F. Construction decisions regarding the County road system and its compliance with the Transportation Policies and Arterial Transportation Plan Map will occur through such mechanisms as:

- . Permit Street Program;
- . Zoning and Subdivision Controls;
- . Capital Improvement Program;
- . Overall Capital Budget; and
- . Regional and State Plans and Improvements Programs.



FREEWAY	
205 PROPOSED	
TRANSITWAY	
PRINCIPAL ARTERIAL	
MAJOR ARTERIAL	
MINOR ARTERIAL	

ARTERIAL TRANSPORTATION PLAN MAP



# PUBLIC TRANSPORTATION POLICY

## INTRODUCTION

In the Portland Metropolitan Area, public transportation is operated by the Tri-County Metropolitan Transportation District (Tri-Met). The purposes of a public transportation system are to:

- A. Increase the mobility of those who, for reasons of health, age, or income, cannot operate an automobile;
- B. Reduce the congestion in urban centers and reduce the need for additional highways and parking facilities;
- C. Reduce air pollution;
- D. Conserve energy; and
- F. Provide an alternative mode of transportation in the event energy costs, airshed limitation or other unforeseen events arise which restrict the use of the automobile.

While the County has no direct control over the operation of Tri-Met, the County's land use and transportation plans will have a direct effect on the efficiency and safety of public transportation. The following is a guide to density levels relating to various types of transit service.

TRANSIT MODES RELATED TO RESIDENTIAL DENSITY

Mode	Service	Minimum Necessary Residential Density Dwelling Units Per Acre	Remarks
Local bus	"Minimum" 1/2 mile route spacing, 20 buses per day	4	
Local bus	"Intermediate" 1/2 mile route spacing, 40 buses per day	7	Average, varies as a function of downtown size and distance from residential area to downtown
Local bus	"Frequent" 1/2 mile route spacing, 120 buses per day	15	
Express bus-- reached on foot	Five buses during two hour peak period	15 Average density over two square mile tributary area	From 10 to 15 miles away to largest downtowns only
Express bus-- reach by auto	Five to ten buses during two hour peak period	3 Average density over 20 square mile tributary area	From 10 to 20 miles away from downtown larger than 20 million square feet of nonresidential floor-space
Light rail	Five minute headways or better during peak hour	9 Average density for a corridor of 25 to 100 square miles	To downtowns of 20 to 50 million square feet of nonresidential floorspace

Other land use arrangements which support an efficient public transportation system are the clustering of employment opportunities, high density residential units, and commercial activities near transit stops.

The purpose of this policy is to direct the County to consider the effects of land use decisions on the efficient provision of public transportation, and to continually review the Tri-Met routes to determine that the County residents are receiving the best possible service.

THE COUNTY'S POLICY IS TO SUPPORT A SAFE, EFFICIENT AND CONVENIENT PUBLIC TRANSPORTATION SYSTEM BY:

- A. INCREASING OVERALL DENSITY LEVELS IN THE URBAN AREA;
- B. LOCATING POPULATION CONCENTRATIONS, COMMERCIAL CENTERS, EMPLOYMENT CENTERS, AND PUBLIC FACILITIES IN AREAS WHICH CAN BE SERVED BY PUBLIC TRANSPORTATION;
- C. MAKING IMPROVEMENTS TO PUBLIC TRANSPORTATION CORRIDORS WHICH ENHANCE RIDER CONVENIENCE, COMFORT AND ACCESS AND REDUCE TRAVEL TIME; AND
- D. COMMUNICATING COMMUNITY NEEDS TO THE AGENCIES RESPONSIBLE FOR PUBLIC TRANSPORTATION PLANNING, PROGRAMMING, AND FUNDING.

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#### STRATEGIES

- A. The following should be pursued:
  - 1. Development activities should be coordinated with transit service; and transit oriented activities should be located in transit corridors or at major nodes along the corridors.
  - 2. The County should participate in the regional transportation planning process as provided by the regional annual work program.
  - 3. A coordinated East County transportation investment program should be developed in cooperation with East County cities, and regional and State agencies.

B. To implement the "Arterial Transportation Plan Map," the County should encourage implementation of the transitway proposals.

1. Transitways are shown on the I-205 right of way, the Burnside right of way, a portion of the Portland Traction Company right of way, and Southern Pacific Railroad Corridor along the west bank of the Willamette River. The transit way on I-205 extends from the Airport Interchange to the Foster Road Interchange and is part of the approved I-205 design. The transitway on Burnside extends from I-205 on the west to the Portland Traction right of way near 199th Avenue where it extends to downtown Gresham via the Portland Traction right of way and 221st Avenue extension. The location of these transitways are a result of numerous studies which have been conducted in past years including the Governor's Transportation Task Force Reports, the CRAG Interim Transportation Plan Studies, and the I-205 design for the Environmental Impact Statement.

# TRANSPORTATION SYSTEM DEVELOPMENT REQUIREMENTS POLICY

## INTRODUCTION

Trafficways (or the circulation system to move cars, buses and trucks) represent a substantial public dollar investment. The trafficways also serve as access to adjoining properties; however, strip development adjoining arterials and collectors has created congestion and traffic safety problems.

Trafficways are a prominent feature of the urban landscape. However, they have not been designed into the community, and the result has been a lessening of aesthetic quality.

The purpose of this policy is to require the dedication of the additional right of way if the development proposal will affect the road system; to reduce the number of ingress and egress points; to insure the provision of "on site" parking and loading and, where possible, bus loading areas.

It is recognized that streets are a dominant part of the urban landscape. Consideration should be given to aesthetic quality and integrating them into the community as a part of the overall community design process. Street trees can provide visual interest and break the line of a continuous ribbon of concrete.

Pedestrian circulation is also vital to the movement of people for access to schools, parks, stores and adjoining community areas. It is also important that safe pedestrian systems be located with commercial and industrial complexes.

THE COUNTY'S POLICY IS TO INCREASE THE EFFICIENCY AND AESTHETIC QUALITY OF THE TRAFFICWAYS AND PUBLIC TRANSPORTATION BY REQUIRING:

- A. THE DEDICATION OF ADDITIONAL RIGHT-OF-WAY WHERE IT IS SHOWN THE PROPOSED DEVELOPMENT WILL INCREASE THE TRAFFIC FLOW IN THE AREA;
- B. THE NUMBER OF INGRESS AND EGRESS POINTS BE CONSOLIDATED THROUGH JOINT USE AGREEMENTS;
- C. VEHICULAR AND TRUCK OFF-STREET PARKING AND LOADING AREAS;
- D. OFF-STREET BUS LOADING AREAS AND SHELTERS FOR RIDERS; AND
- E. STREET TREES TO BE PLANTED; AND
- F. A PEDESTRIAN CIRCULATION SYSTEM IN NEW DEVELOPMENTS.

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## STRATEGIES

- A. The following strategies should be addressed in the preparation of the Community Development Ordinance:
1. The County Streets and Roads Article should contain provisions which apply where it is found that proposals receive benefit from traffic-way facilities, and improvements. To protect the public from deleterious effects resulting from the proposal, the following should apply:
    - a. Abutting property owner(s) dedicate right of way required by County standards and necessary to permit the development of that County road to the planned width;
    - b. Abutting property owner(s) construct concrete curbs at the location proper to the planned width of the County road; and furthermore, improve the road to County standards between the above established curb line and existing paved surface;
    - c. Abutting property owner(s) construct storm drainage facilities that are required by County standards for abutting property development and the improved portion of the roadway;
    - d. Abutting property owners(s) construct pedestrian and bikeway facilities that are required to permit safe pedestrian circulation; and furthermore, provide necessary traffic controls that are required to accommodate circulation flow and mix;
    - e. Abutting property owner(s) shall meet all costs for provisions of conformance to the aforesaid subsections, including the cost of necessary engineering to design, set grades, and inspect the work for compliance with County standards; and
    - f. Abutting property owner(s) shall provide street tree planting consistent with design review guidelines.

# UTILITIES POLICY

## INTRODUCTION

Utilities include sewer, water, storm water drainage, energy and communication systems. The need for public water, sewer and drainage systems varies according to the density of development and the ability of the soil to absorb excess water. Therefore, there are different standards.

The Public Welfare requires installation of energy and related communication facilities in all areas and zones where people live, work or find recreation. TRANSMISSION LINES are required to transmit power to areas of use and to provide reliable service by utilizing alternate sources. BULK POWER SUBSTATIONS are required to provide a reliable source of power for Distribution Substations. DISTRIBUTION SUBSTATIONS and related lines are required to provide a reliable source of power for service to the customer. Additional facilities and modifications to existing facilities are required to meet the public need for energy due to population growth, conservation of energy, changes in energy source, and consumption and reliability requirements.

The purpose of this policy is to insure that no long range health hazard areas are created, and that excess water "runoff" will not damage property or adversely affect water quality. A second purpose of the policy is to insure that a particular development proposal, because of its size and use, does not reduce the energy supply to a level which precludes the development of other properties in the area as proposed by the Comprehensive Plan.

THE COUNTY'S POLICY IS TO REQUIRE A FINDING PRIOR TO APPROVAL OF A LEGISLATIVE OR QUASI-JUDICIAL ACTION THAT:

WATER AND DISPOSAL SYSTEM

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- A. THE PROPOSED USE CAN BE CONNECTED TO A PUBLIC SEWER AND WATER SYSTEM, BOTH OF WHICH HAVE ADEQUATE CAPACITY; OR
  - B. THE PROPOSED USE CAN BE CONNECTED TO A PUBLIC WATER SYSTEM, AND THE OREGON DEPARTMENT OF ENVIRONMENTAL QUALITY (DEQ) WILL APPROVE A SUBSURFACE SEWAGE DISPOSAL SYSTEM ON THE SITE; OR
  - C. THERE IS AN ADEQUATE PRIVATE WATER SYSTEM, AND THE OREGON DEPARTMENT OF ENVIRONMENTAL QUALITY (DEQ) WILL APPROVE A SUBSURFACE SEWAGE DISPOSAL SYSTEM; OR
  - D. THERE IS AN ADEQUATE PRIVATE WATER SYSTEM, AND A PUBLIC SEWER WITH ADEQUATE CAPACITY.

DRAINAGE

- E. THERE IS ADEQUATE CAPACITY IN THE STORM WATER SYSTEM TO HANDLE THE RUN-OFF; OR
- F. THE WATER RUN-OFF CAN BE HANDLED ON THE SITE OR ADEQUATE PROVISIONS CAN BE MADE; AND
- G. THE RUN-OFF FROM THE SITE WILL NOT ADVERSELY AFFECT THE WATER QUALITY IN ADJACENT STREAMS, PONDS, LAKES, OR ALTER THE DRAINAGE ON ADJOINING LANDS.

ENERGY AND COMMUNICATIONS

- H. THERE IS AN ADEQUATE ENERGY SUPPLY TO HANDLE THE NEEDS OF THE PROPOSAL AND THE DEVELOPMENT LEVEL PROJECTED BY THE PLAN; AND
- I. COMMUNICATION FACILITIES ARE AVAILABLE.

## STRATEGIES

- A. The following strategies should be addressed in the preparation of the Community Development Ordinance:
  1. The Development Standards Article should include provisions for services related to the Broad Land Use Categories and should include such factors as:
    - a. public sewer and water facilities
    - b. individual subsurface sewage disposal systems
    - c. individual water systems
    - d. on-site and off-site drainage
    - e. energy and communications facilities

# FACILITIES POLICY

## INTRODUCTION

Police protection is provided by the County's Sheriff's Office, however, fire protection and schools are provided by special service districts which operate independent of the County.

The purpose of this policy is to assure that adequate police and fire protection is available to new development and to provide the school districts with the opportunity to be advised of proposals which will affect their capital improvements programs.

THE COUNTY'S POLICY TO TO REQUIRE A FINDING PRIOR TO APPROVAL OF A LEGISLATIVE OR QUASI-JUDICIAL ACTION THAT:

### SCHOOL

- A. THE APPROPRIATE SCHOOL DISTRICT HAS HAD AN OPPORTUNITY TO REVIEW AND COMMENT ON THE PROPOSAL.

### FIRE PROTECTION

- B. THERE IS ADEQUATE WATER PRESSURE AND FLOW FOR FIRE FIGHTING PURPOSES; AND
- C. THE APPROPRIATE FIRE DISTRICT HAS HAD AN OPPORTUNITY TO REVIEW AND COMMENT ON THE PROPOSAL.

### POLICE PROTECTION

- D. THE PROPOSAL CAN RECEIVE ADEQUATE LOCAL POLICE PROTECTION IN ACCORDANCE WITH THE STANDARDS OF THE JURISDICTION PROVIDING POLICE PROTECTION.

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# OPEN SPACE AND RECREATION SYSTEM POLICIES

This section contains the following policies:

Open Space and Recreation Planning Policy

Development Requirements Policy



# OPEN SPACE AND RECREATION PLANNING POLICY

## INTRODUCTION

Open Space is defined in broadest terms as all land that supports vegetation rather than structures. It can range from forest or agricultural lands to landscaped areas in parking lots. Recreation refers to spaces and facilities developed for people to use during their leisure time.

A basic need of people is to pursue activities in non-work hours which recreate one's mental and physical condition. From children learning to socialize through play, to elderly people being outdoors for a walk or to sit in the sun, recreation plays an important part in the life cycle. The major requisite for outdoor recreation is space within which activities take place. These spaces can be intensively developed parks, natural areas along waterways, vacant lots, or even streets and roads. Recreation and open space are provided by both the public and private sectors; however, the major share of the responsibility to develop and maintain parks has historically rested with the public.

As the population of the County increases and vacant privately owned lands are developed, the need for open space and recreational areas will increase. Another important consideration is that as communities blend together, community identity and visual relief are lost. Therefore, the open space and park system is necessary to provide areas within which people can relax and as a means for shaping aesthetically pleasant community areas. If these needs are to be met, important open space and well situated potential recreation areas must be identified.

Park systems are generally developed in a heirarchical system composed of neighborhood, community and regional parks. Within this system are specialized recreation areas ranging from wilderness hiking trails to swimming areas, golf courses, play fields, and tot lots. The County operates and maintains one historical site, three boat ramps, one campground, two islands in the Columbia River, three regional parks, two community parks, thirty-four neighborhood parks and four playlots.

While the implementation of an open space and recreation system is primarily a public responsibility, the County has increasingly limited financial resources and, therefore, cannot guarantee such a system.

Many communities are looking to the private sector to develop recreation facilities as a commercial enterprise; i.e., golf courses, tennis courts, indoor swimming pools and other facilities which are supported by user fees. Dedications of land or a "fee in lieu thereof" is another concept, however, this adds to the cost of development which is then passed to the consumer in the price of the home. This accordingly affects the costs of other homes and is inflationary and with the cost of housing skyrocketing, it is being rejected by many communities as an approach for gaining open space. Because of disputes as to the level of maintenance and resulting costs to individual home owners, many banks and developers are now reluctant to provide large open spaces, jointly owned and maintained by home owners in planned developments. There is, however, the

possibility of communities allowing higher densities in new developments in return for dedicated open space. This technique does not add to the cost of housing. Before the County can develop and implement a plan, community areas must examine all of the alternatives and provide direction.

The County will assume the responsibility of identifying the recreation needs and alternative potential open space and recreation areas as well as alternative financing methods. However, under present financial circumstances, it cannot guarantee the implementation of a plan. Therefore, open space and recreation planning and implementation will require the communities to work with the County and provide direction as to its needs and how those needs will be met.

The purpose of this policy is to serve as a directive to the County in its park and recreation planning program.

THE COUNTY'S POLICY IS TO OPERATE ITS ESTABLISHED OPEN SPACE AND RECREATION PROGRAM TO THE DEGREE FISCAL RESOURCES PERMIT, AND TO:

- A. IDENTIFY THE COUNTYWIDE AND COMMUNITY NEEDS BY WORKING WITH COMMUNITY GROUPS;
- B. PREPARE AND MAINTAIN A NEEDS LIST AND INDEX OF POTENTIAL SITES;
- C. PREPARE A COMPENDIUM OF ALTERNATIVE FINANCING STRATEGIES;
- D. WORK WITH COMMUNITY GROUPS IN IDENTIFYING SPECIFIC SITES, SITE DEVELOPMENT PLANS AND FINANCING STRATEGIES;
- E. ASSIST WITH THE PREPARATION OF GRANT APPLICATIONS AND OTHER MEANS OF FINANCING;
- F. ENCOURAGE THE DEVELOPMENT OF RECREATIONAL FACILITIES BY OTHER PUBLIC AGENCIES AND PRIVATE INVESTORS;
- G. PREPARE AND IMPLEMENT A BICYCLE CIRCULATION PLAN; AND
- H. STUDY THE FEASIBILITY OF DEVELOPING A GREENWAY SYSTEM ADJOINING THE WATERCOURSES AND OF DEVELOPING A PEDESTRIAN AND BICYCLE SYSTEM.

## STRATEGIES

- A. The continuing planning program should include the preparation of:
  1. A functional Open Space and Recreation plan which includes:
    - a. an analysis of the existing system;
    - b. an analysis of the needs;
    - c. the role and responsibilities the County will assume;
    - d. analysis of alternative funding sources; and
    - e. other implementation strategies.
  2. Community Plans in which the communities should identify:
    - a. specific needs;
    - b. specific sites and development plans;
    - c. implementation strategies; and
    - d. locational standards.
- B. The County should continue to:
  1. review all tax foreclosure lands for potential open space or recreational uses.
  2. coordinate with other agencies and assist in the location of public recreation facilities in the County.
- C. The following strategies should be addressed in the preparation of the Community Development Ordinance:
  1. The Zoning Article should include provisions for privately owned and operated recreational facilities as conditional uses in zones viewed as appropriate by the individual communities.

# DEVELOPMENT REQUIREMENTS POLICY

## INTRODUCTION

While most open space and recreation systems involve specific sites, an ideal system is connected by pedestrian and bicycle paths. It is, therefore, important to examine each development proposal for the purpose of determining whether a connection through the site should be provided. In addition, public agencies construct roads and sewer and water systems and often purchase or acquire easements to land. During this process, it is important to determine if there is a multiple use potential.

It is also important to recognize that inclusion of open spaces and landscaped areas in industrial, commercial and multiple family developments is an essential part of the system by providing visual variety and interest to the landscape. These areas can also be used by people as places to rest and relax, and are as important as large recreation areas.

The purpose of this policy is to provide a review process to assure that development proposals will not preclude an interconnected open space and recreation system. It is also intended to encourage open space areas in large developments where people can sit and enjoy the surroundings.

THE COUNTY'S POLICY IS TO DEVELOP A CONNECTED PARK AND OPEN SPACE SYSTEM AND PROVIDE FOR SMALL PRIVATE OPEN SPACE AREAS BY REQUIRING A FINDING PRIOR TO APPROVAL OF A LEGISLATIVE OR QUASI-JUDICIAL ACTION THAT:

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- A. PEDESTRIAN AND BICYCLE PATH CONNECTIONS TO PARKS AND OPEN SPACE AREAS WILL BE DEDICATED WHERE APPROPRIATE;
  - B. LANDSCAPED AREAS WITH BENCHES WILL BE PROVIDED IN COMMERCIAL, INDUSTRIAL AND MULTIPLE FAMILY DEVELOPMENTS WHERE APPROPRIATE.

STRATEGIES

- A. The following strategies should be addressed on the preparation of the Community Development Ordinance:
  - 1. The Development Standards Article should include provisions for:
    - a. the dedication of pedestrian and bicycle connections; and
    - b. landscaped areas in all industrial, commercial and multiple family developments.



AGRICULTURAL GOAL EXCEPTIONS STATEMENT

August 29, 1977

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## I. INTRODUCTION

The central issue is the paradox posed by land planning that is directed by State goals with the force of regulation; but, implemented through the local comprehensive planning process which is to be based on the goal framework, a factual data base, citizens involvement and legislative determination.

This paradox has surfaced because certain lands in Multnomah County have been parcelled and developed to the degree that Exclusive Farm Use is deemed not to be the appropriate implementation mechanism. Therefore, the County has developed another approach to promoting the State's objectives.

Central to this issue is the fact that the County has developed an alternative zone to the statutory EFU provisions. The County's Multiple Use Agricultural Zone has a basic 20 acre minimum lot size and is more restrictive than the statutory EFU provisions in terms of creating smaller lots and ultimately in terms of controlling density. The major variation is that based on the County situation, the MUA zone allows single family dwellings as an outright use. Because of the County situation, most requests for single family dwellings would meet the State statutory tests for a conditional use (single family dwelling). The County's zoning provisions reduce the bureaucratic red tape and hence enhance the opportunity for better acceptance of planning.

The introduction to the goals states that all goals have equal weight and value. Goal #1 mandates citizen involvement and the process. Goal #2 sets forth a planning process and provides for "exceptions to the goals".

This exceptions request and the County proposal raise two very important questions:

1. What is the role and scope of citizen involvement in the planning process?
2. Can local plans be shaped to meet local values and situations, or is the State framework a rigid standard?

What the LCDC is faced with is the question of whether, in fairly debatable legislative situations, is it going to substitute its judgement for local determinations.

To remedy this paradox, Multnomah County is seeking an exception to Goal #3, which states that all Agricultural Capability Class I-IV lands in western Oregon be zoned Exclusive Farm Use. This exceptions statement seeks to:

1. Show that certain lands in Multnomah County are not appropriate for exclusive farm use zoning,
2. Show that Multnomah County has carried out the intent of Goal #3 with its proposed "Multiple Use Agricultural Zone" when Goal #3 is balanced with Goals #1 and #2.

3. Provide the avenue for shaping the County's Comprehensive Plan and implementation tools to carry out local citizen values and reflect existing conditions within the framework established by State law.
4. Multnomah County did listen to the citizens and has tried to strike a balance between the goal requirements and local situations.

Although the Agricultural Goal seems clear in light of the agricultural land definition: "In western Oregon...land of predominantly Class I, II, III and IV soils....," a number of factors in Multnomah County mitigate against a strict goal application in certain areas.

First, the elements of land use planning and citizen involvement indicated by their respective goals, emphasize a local decision process. This decision process leaves legislature decisions up to those most familiar with the particular local situations. In short, local situations are the context within which statewide goals must be applied. They must be applied in a manner that both clearly involves local people in planning determinations and reflects a local legislative balancing of goal standards within the context of the factual data base, citizen values, local needs and existing conditions as well as anticipated future conditions.

Secondly, the agricultural goal is qualified in that Agricultural lands are to be preserved and maintained for farm use "...consistent with existing and future needs for agricultural products, forest and open space.

The implications of these points are that:

1. An information source is the citizenry who act through a planning process that is legislative in character; and
2. The agricultural land definition is qualified by a showing of consistency with needs for agricultural products, etc. In summary, the standard of agricultural land Class I, II, III and IV cannot be as simply applied as one would place an item on a scale and record its weight, or the goal of citizen involvement is voided. The issue is the need to strike a balance between State-directed regulations and local legislative decisions provided for under the land planning and citizen involvement goals.

It is to this issue of interpretation and balance that the exceptions provisions are directed: The exceptions safety valve is applicable when: "it is not possible to apply the appropriate goal to specific properties or situations./<sup>1</sup>

Based upon Multnomah County's land planning, a situation has been uncovered that warrants requesting an exception to a strict application of the Agricultural Goal. The specific situation is described in this exceptions statement.

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1. LCDC Goal 2, Land Use Planning, Part II - Exceptions

## II. LEGAL BASIS FOR THE EXCEPTION REQUEST

Multnomah County is preparing a minor, but necessary exception to LCDC Goal #3, the Agricultural Goal. The effect of the proposed exception would be to slightly deviate from a rigid application of Goal #3, by developing a zone tailored to fit the local specific properties and situations (Goal #2) in a portion of the County. This zone is called Multiple Use Agriculture (MUA), and is the subject of this exception statement. The County has used exclusive farm use treatment where it fits the specific properties and situations.

As used in this statement, MUA means the County's proposed Multiple Use Agricultural Zone. EFU means Exclusive Farm Use, and refers to the statutory provisions contained in ORS 215.

The proposed exception is minor in two senses: 1) In scope, that is, the exception would require only a slight modification from the rigid application of Goal #3 to meet the local situation; in fact, in some ways, the proposed MUA zone is more restrictive than EFU; it would be more accurate to say MUA serves Goal #3 in a protective, but realistic way; and 2) In quality of land removed from EFU; the lands affected are for the most part marginally suited for agricultural production, yet they receive adequate protection.

The proposed exception is necessary for a similar reason: It will better apply the intent of Goal #3 to the local situation in a manner not inconsistent with Goal #1, Citizen Involvement, and Goal #2, Land Use Planning. These points are expanded upon below.

1. The proposed exception is minor in a) scope, and b) land quality.
  - a. Scope.

The proposed exception involves only a minor change in scope. Goal #3 incorporates by reference ORS Chapter 215: "These (Agricultural) lands shall be inventoried and preserved by adopting exclusive farm use zones pursuant to ORS Chapter 215." Part VII compares EFU and the County's proposed MUA. As indicated above, these two approaches to preserving agricultural land are remarkable more for their similarities than for their differences. One point should not be missed: "EFU" sounds more protective of farm size than "MUA". ORS Chapter 215 (215.263) requires County review of the division of lands only if the lands, after division, would be less than 10 acres in size. The proposed County MUA Ordinance provides for the review of the creation of all lots under 20 acres when divided after the date of the Ordinance (3.134.1). Thus, in this instance, MUA is a more restrictive defense against loss of agricultural lands through parcellization than is EFU.

b. Land Quality.

The proposed exception applies the definition of agricultural land to local "specific properties or situations."<sup>2</sup> The result is that those agricultural lands best suited for EFU are so classified; those best suited for MUA are so classified. In either case, the lands are zoned in such a manner as to best apply the intent of Goal #3 to local "specific properties or situations."<sup>3</sup>

For example, an area of the County most suitable for EFU zoning is Sauvie Island; it has been so zoned, except for the industrially developed tip (120 acres or 1% of Sauvie Island). The MUA category is applied here so that future industrial developments will be allowed (as conditional uses) as long as they are agriculturally oriented and can meet the standards of the MUA district. Other areas proposed for Multiple Use Agriculture are marginally suited for agricultural production for reasons ranging from unsuitable topography to small parcellization. It should be noted that while topography is reflected in soil class, economic factors such as parcellization, production efficiency, and land values are not.<sup>4</sup>

One might reasonably ask, why request an exception involving only a minor change? This raises two questions: Are exceptions ever justified? If so, can minor exceptions be justified:

- a) Are exceptions ever justified? Yes, Goals #2 and #3 provide for exceptions and lay down the standards for granting exceptions. Further, LCDC has acknowledged the need for exceptions in language referred to in the Marion County Order.<sup>5</sup>

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2. LCDC Goal 2, Land Use Planning, Part II - Exceptions.

3. Ibid.

4. Soil classification and the economics of agricultural production are discussed in subsequent text. It should be noted that the Marion County Order at page 12 makes the statement that:

"The Commission deems the value of land if used for non-farm purposes to be an irrelevant consideration to support an exception for not putting agricultural land in an EFU zone. The agricultural lands goal does not condition the duty of preserving agricultural lands in terms of their relative market value if used for non-agrucltural purposes. Nor does the exception procedure in the planning goal make this a relevant consideration."

We agree that speculative land value should not alone be determinative. At the same time, it is submitted land value may be one factor. For example, a one-acre parcel located between two skyscrapers in western Oregon on Class IV land worth \$10,000/square foot may well better serve the economy of the State (Goal #9) in a use other than agriculture.

5. Petition for Review, Opinion and Order; Marion County; LCDC No. 75-006; March 1977.

"By Order dated June 30, 1976, the Commission concluded.... the EFU Zone with detailed exceptions thereto as authorized by the statewide goal on planning (Goal #2) was the only permissible means to conserve prime farm lands."/6

In addition, LCDC has prepared an information pamphlet for statewide use on Goal 3 entitled Common Questions About Statewide Planning Goals. (Goal #3)

Question 4 at page 4 reads as follows:

"4. What situations require an exception to Goal #3?

The Land Conservation and Development Commission has reaffirmed its position/4 (4-Petition for Review, Opinion and Order, Marion County; LCDC No. 75-006; March 1977) that agricultural land is to be preserved by the comprehensive plan and exclusive farm use zone (EFU), unless an exception is taken to Goal #3, using the process established in Goal #2."

This language articulates the rationale for the exceptions statement.

b) Since it is clear that under certain conditions, exceptions to Goal #3 are justified, one may ask, are slight exceptions ever justified? Clearly, yes, for the following reason: To argue that only major changes (through the exceptions process) can be justified argues for substantial change in the application of Goal #3. Multnomah County supports Goal #3. At the same time, Multnomah County supports Goals #1 and #2 and respects the results of its planning process, which make necessary a minor exception in applying Goal #3 to "specific properties or situations" (Goal 2). Why this particular minor exception is necessary is discussed below.

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6. Ibid, Page 2, Lines 12-17.

The intent of Goal 3 is "to preserve and maintain agricultural lands." The method chosen by Goal #3 is: "...by adopting exclusive farm use zones" pursuant to ORS Chapter 215.

Goal #2 provides: "When it appears that it is not possible to apply the appropriate goal to specific properties or situations, then each proposed exception to a goal shall be set forth..."

It is possible to apply the intent of Goal #3; but unless Goal #1 is ignored, it is impossible to apply the method of Goal #3. For this reason, an exception is warranted. In addition, we submit that there is no significant difference between "EFU with detailed exceptions" and "MUA granted by the exceptions process."

2. The exception, though minor, is a necessary one. Goal #3 incorporates by reference ORS Chapter 215. There the State Legislature articulates 215.243: "Agricultural Land Use Policy. The Legislative Assembly finds and declares that:

(2) "The preservation of a maximum amount of the limited supply of agricultural land is necessary to the conservation of the State's economic resources and the preservation of such land in large blocks is necessary in maintaining the agricultural economy of the State and for the assurance of adequate, healthful and nutritious food for the people of this State and Nation."

To understand what this means, one should observe two points: 1) that preservation of a "maximum amount" does not mean "100% under all facts and circumstances without qualification or exception". Since "maximum" does not mean "100%", it means something less than that. How much less is determined by the exceptions process. Goal 2, Part II-Exceptions, provides guidelines as to when exceptions are appropriate.

"When, during the application of the statewide goals to plans, it appears that it is not possible to apply the appropriate goal to specific properties or situations, then each proposed exception to a goal shall be set forth..."

That exceptions are warranted under proper circumstances is apparent from Goal #2, Part II (quoted above), the Marion County Order, and LCDC information pamphlets Common Questions About Statewide Planning Goals (Goal #3-as described above) and Common Questions About Exceptions (discussed below).

The Marion County Order at page 5 (the categories are discussed at pages 5 to 9) gives an overview of the process for exceptions to the Agricultural Goal:

"On the other hand, lands which are neither built upon nor committed to non-farm use, but which the County determines are needed for non-farm uses, require a careful and complete statement of facts to justify an exception to the goal."/7

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7. Note that the Common Questions (Goal #3) pamphlet deviates from the Marion County Order on at least two points: 1) The Marion County Order defines Agricultural lands to include Class I-IV Soils, etc., less "physically developed" land, less "irrevocably committed" land; for an exception to exclude "undeveloped and uncommitted" land, compelling reasons are required pursuant to Goal 2. The Common Questions (Goal #3) at page 4 does not state that compelling reasons may justify exceptions to "undeveloped and uncommitted" agricultural land. Note that Goal #2 allows exceptions in the following circumstances:

"When...it appears that it is not possible to apply the appropriate goal to specific properties or situations, then each proposed exception to a goal shall be set forth.... If the exception to the goal is adopted, then the compelling reasons and facts for that conclusion shall be completely set forth in the plan and shall include...(a) through (d)"

Thus, under the rationale of Common Questions (Goal #3) at page 4, compelling reasons would never be required. This discrepancy would be remedied by requiring compelling reasons for exceptions to "undeveloped and uncommitted" agricultural land.

2) The Common Questions pamphlet, which was written after the Marion County Order, further defines the "irrevocably committed" category, into which exceptions may fall.

It should be noted that within this special "irrevocably committed" category, applicable lands must only be identified and described; that is, compelling reasons are not required for this category:

"Lands which have been irrevocably committed to urban or rural uses or where the land obviously cannot be reclaimed for farm uses<sup>3</sup> (3 "See the definitions of 'rural land' and 'Urban Land in Statewide Planning Goals and Guidelines")"

Note, however, that paragraph (b) page 6 of Common Questions would require compelling reasons for "agricultural land use for rural residential, service center areas or other uses".

It is the County's position that the proposed exception qualified under Goals #2 (and #3) whether the proposed exception to Goal #3 falls under the category of "irrevocably committed...rural uses" articulated by Common Questions at page 4, or whether compelling reasons must be shown by virtue of Common Questions at page 6 (paragraph "b") or by virtue of the Marion County Order.

Further, LCDC has prepared a second pamphlet, Common Questions About Exceptions, that addresses various aspects of the exceptions process. This pamphlet provides:

"1. WHAT IS AN EXCEPTION?

It is a city or county governing body decision to set aside a statewide planning goal requirement in specific situations. This decision is based on a justified need for other uses in a particular area which are not consistent with the goal."

It should be noted that this LCDC document would "set aside" a statewide planning goal requirement in specific situations." The proposed exception does not go that far; it merely applies the intent of Goal #3 (preservation of agricultural land) by a method (MUA + EFU instead of 100% EFU) that best achieves the intent of Goals 1 (Citizen Involvement) and 2 (Land Use Planning).

....  
"5. WHAT IS THE ROLE OF LCDC IN THE TAKING OF AN EXCEPTION?

LCDC reviews the exception when the comprehensive plan is submitted for an acknowledgement of compliance to see if the justification has been adequately explained and people have been involved. It is the responsibility of the city or county governing body to determine when an exception is justified."

A city or county exception decision is not questioned as long as: (1) the facts substantiating the need for the exception are clearly and accurately set forth in the comprehensive plan; and (2) citizens and government officials have been provided opportunities to be involved in the decision. However, if the reasons are insufficient or vague, the LCDC may ask for more information to support the exception."

This passage emphasizes that planning is a local action involving local discretion, only after local governments have been given the benefit of the doubt and then still have been found to have abused their discretion--only then may LCDC deny an exception. This position appears to give due deference to legislative matters under Fasano v. Board of County Commissioners, 507 p. 2d, 23 (1973).

"6. HOW IS A GOAL EXCEPTION TAKEN?

A. Communicate the Proposed Exception. The intent to take an exception should be communicated widely, as soon as it becomes apparent to a particular area because the area is needed for uses inconsistent with the goal. Citizens and governmental units involved in or affected by the comprehensive plan must be involved in determining (1) the need for the uses not consistent with the goal; and (2) the extent of the area where the goal cannot or should not be applied."

This has been done. The outcome of this made clear that two zones could more effectively apply Goal 3 (2 and 1) to local "specific properties or situations" (Goal 2).

....  
"11. WHAT IS THE DIFFERENCE BETWEEN A GOAL NOT BEING APPLICABLE AND A GOAL EXCEPTION?

....

An exception is taken when a goal does apply to land within the planning area, but there are justifiable reasons for not applying it in specific situations."

This is clearly the rationale behind this exception statement.

Goal #3 has been considered; the resulting County position favoring this minor exception (pursuant to Goal 2) is the closest approach to Goal #3 that Goal #1 will allow. To do anything less would be to make a sham of citizen involvement; to run roughshod over the planning process; to ignore local conditions derived from the data base, citizen involvement, and the planning process; and to dictate land use planning at the expense of local control.

### III. THE MECHANICS OF THE EXCEPTIONS PROCESS

Multnomah County is applying for an exception under Goal 2.<sup>18</sup> To determine which agricultural lands to preserve under EFU (requiring no exception) and which to preserve under MUA (requiring an exception), must begin with a definition of what is agricultural land. According to Goal 3, agricultural land:

"in western Oregon is land of predominantly Class I, II, III and IV soils and in eastern Oregon is land of predominantly Class I, II, III, IV, V and VI soils as identified in the Soil Capability Classification System of the United States Soil Conservation Service, and other lands which are suitable for farm use, taking into consideration soil fertility, suitability for grazing, climatic conditions, existing and future availability of water for farm irrigation purposes, existing land use patterns, technological and energy inputs required, or accepted farming practices. Lands in other classes which are necessary to permit farm practices to be undertaken on adjacent or nearby lands, shall be included as agricultural land in any event.

More detailed soil data to define agricultural land may be utilized by local governments if such data permits achievement of this goal."

Multnomah County is located in western Oregon.

How does one determine which agricultural lands are to be preserved under EFU or under MUA? The steps were laid out in the Marion County Order, and were recharacterized by a subsequent LCDC pamphlet, Common Questions About Statewide Planning Goals (Goal #3), pages 3 and 4. The Marion County Order reads in part as follows:

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8. Goal #2 provides for exceptions "when...it appears that it is not possible to apply the appropriate goal to specific properties or situations...". Four criteria (a through d) must be met to qualify for the exception. Although Goal #3 is the goal from which exception is taken, authorization for the proposed exception is not derived from any statement in Goal #3; Goal #2 authorizes the proposed exception. Specifically, the following excerpt from Goal #3 does not apply to the Multnomah County situation for reasons cited below:

"A governing body proposing to convert rural agricultural land to urbanizable land shall follow the procedures and requirements set forth in the Land Use Planning Goal (Goal #2) for goal exceptions."

We point this out to avoid confusion and to make clear that MUA preserves agricultural land as does EFU, but in a manner better adapted to local "specific properties or situations" (Goal #2). The County is not "proposing to convert rural agricultural land to urbanizable land" for at least two reasons: 1) MUA protects agricultural land and is not, for example, a mere pretext for fostering the unrestricted proliferation of single family subdivisions; 2) "Urbanizable Land" is defined in Statewide Planning Goals and Guidelines as "those lands within the urban growth boundary..."; the five areas within the proposed section are outside the Urban Growth Boundary.

"The rule requiring an EFU zone need not be applied to two categories of lands: 1) lands which are already physically developed or built upon and no longer physically available for farm use; and 2) lands which are not built upon but which have otherwise been irrevocably committed to non-farm uses. In order for the public to be involved with the city or county finding that certain agricultural lands fall into the two categories of land no longer available for farm use, the exceptions procedure is utilized. The full findings required by that procedure need not be made, however. The finding that land has been physically developed or built upon, or that the land has been irrevocably committed to non-farm uses are the only findings necessary to support a valid exception to the agricultural lands goal, assuming of course, those findings comport with the facts.

On the other hand, lands which are neither built upon nor committed to non-farm use, but which the County determines are needed for non-farm uses, require a careful and complete statement of facts to justify an exception to the goal."

Common Question (Goal #3)/<sup>9</sup> provides at pages 3 and 4 as follows:

"HOW DO YOU DETERMINE WHICH AGRICULTURAL LANDS ARE TO BE PRESERVED?"

Several basic steps may be used to determine which lands are to be preserved.

First:     Identify all agricultural lands;

- SCS Class I-IV/I-VI soils and 'other lands'

Second:   Subtract the agricultural lands no longer available for farm use;

- Lands physically developed or built upon; and
- Lands which have been irrevocably committed to urban or rural uses or where the land obviously cannot be reclaimed for farm uses.<sup>3</sup> (3 - See the definitions of "Rural Land" and "Urban Land" in Statewide Planning Goals and Guidelines.)

This yields:

- Undeveloped and uncommitted agricultural lands to be preserved by the comprehensive plan and the Exclusive Farm Use Zone (EFU).

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9. A caveat on the front page of Common Questions (Goal #3) reads as follows:

"These questions and answers reflect common concerns about the statewide goals being expressed throughout Oregon. They are not intended to be highly technical responses, but rather statements of general policy for the application of the statewide goals. They should be considered as suggested ways to apply the statewide goals."

During the preparation or update of the comprehensive plan, the exceptions process is used to determine the nature and extent of the "development" or "commitment" of agricultural land. The exception process is set forth in Goal #2 and provides the public with opportunities to be involved in these important decisions. This is discussed below."

Multnomah County used the process just discussed, and its proposed exception qualifies on two grounds:

1) Under the rationale of Common Questions (Goal #3), the lands are "irrevocably committed to...rural uses....," defined in Statewide Planning Goals and Guidelines at page 5 as:

"...lands...outside the urban growth boundary and are...suitable for sparse settlement, small farms or acreage homesites with no or hardly any public services, and which are not suitable, necessary or intended for urban use."

Since the lands affected by the proposed exception fall within the "committed" category, the standards for justification of the exception are less exacting. The standards are either:

a) "The findings that land has been physically developed or built upon, or that the land has been irrevocably committed to non-farm uses are the only findings necessary to support a valid exception to the agricultural lands goal, assuming of course, those findings comport with the facts." (Marion County Order, page 5)

or

b) "The four points which must be addressed for an exception, as set out in the planning goal, need not be as exhaustive when dealing with the question of 'commitment', since the fact of prior commitment to a non-farm use is itself an adequate justification for not including the agricultural land in an exclusive farm use zone." (Marion County Order, page 7.)

The two above quoted statements are inconsistent.

Common Questions (Goal #3) attempts to clarify this at page 4, as follows:

"Land no longer available for farm use: When agricultural land is no longer available for farm use, the full findings, ordinarily required for an exception, are not necessary. The finding that the land has been (1) physically developed or built upon, or that the land has been (2) irrevocably committed to urban or rural uses, is the only information necessary to support a valid exception. However, how much of the land is considered as 'physically developed or irrevocably committed' must be set forth with the facts supporting the designation of 'developed' or 'committed.'"

The Commission has not defined 'physically developed or irrevocably committed', preferring to leave that decision on the nature and extent of these areas up to people more familiar with the particular situation. Whether or not land is, in fact, no longer available for farm use, will depend on the situation at the specific site and the factors dealing with areas adjacent to it. People in the

area need to be involved in this determination. The exact nature and extent of the areas 'physically developed or irrevocably committed' must be clearly set forth as the justification for the exception. The specific area(s) must be shown on a map and keyed to the appropriate findings of fact."

If the land affected by the proposed exception should, for any reason, not qualify for special treatment as committed lands, the County would have to meet the following requirements:

The Marion County Order provides at page 7 as follows:

"(3) Undeveloped and Uncommitted Agricultural Lands

The use of undeveloped and uncommitted agricultural lands for non-farm use purposes is much more serious. These are the lands which have not been committed and which the legislature in ORS 215.243 and the commission in statewide planning goal #3 expect to be maintained for farm use unless there are compelling reasons for their non-farm uses. Again, such lands must be identified during the exceptions process. The four points of the exceptions requirement must be carefully addressed to justify non-farm uses of agricultural lands."

Common Questions (Goal #3) provides as follows:

At page 4 -

"The exceptions process is used to set forth the factors and reasons for determining that certain agricultural lands may be in one of the following two categories of land: (1) land no longer available for farm use; or, (2) agricultural lands needed for future urban or rural non-farm uses."

and at page 6 -

"b. Lands needed for non-farm uses: If a city or county determines there is a need to use agricultural lands for either an urban or rural non-farm use, the justification is set forth in the city or county's comprehensive plan as an Exception. This includes agricultural land that is inside an urban growth boundary when establishing or changing the boundary, or agricultural land used for rural residential, service center areas or other uses. The information justifying the Exception includes a complete statement of the compelling reasons and facts for the finding that specific agricultural land must be allocated for non-farm uses. The following reasons are set forth in the plan:

- a) why these other uses should be provided for;
- b) what alternative locations within the area could be used for the proposed uses;
- c) what are the long term environmental, economic, social and energy consequences to the locality, the region or the State from not applying the goal or permitting the alternative use;
- d) a finding that the proposed uses will be compatible with other adjacent uses.<sup>5</sup> (5 Goal 2, Part II, Exceptions. For a complete explanation, see the Common Questions on the Exceptions Process.)"

The County position is this: whichever of the above-cited criteria that LCDC finds appropriate to apply; in whichever of the above-cited categories LCDC finds that we fall; the County has provided good and sufficient reasons to qualify for an exception to Goal #3 to allow the preservation of agricultural land in Multnomah County by two agricultural zones: 1) exclusive farm use; and 2) multiple use agriculture, the County version of EFU modified to meet local "specific properties or situations" (Goal #2) as discovered and forged through citizen involvement in "all phases of the planning process" (Goal #1).

IV. REASONS OTHER USES SHOULD BE PROVIDED FOR IN THE EXCEPTION AREAS

A. Overview/Introduction.

Comprehensive Planning is a process (see Chart I) for determining appropriate courses of action through a set of procedures in order to arrive at choices, and it is the continuous process of evaluating and coordinating all resources, facilities and activities into plans predicated on goals which represent community values.

Planning is for people and the purpose of the plan should be to provide for human needs through the arrangement and allocation of land use designations. Both the physical and the human factors must be balanced in the process of planning is to be successful.

During Multnomah County's planning process, discussions were held with many citizens which live and farm in the exception areas. It is impossible to verbally state their perceptions of the areas which are reflected in the County's land use proposal. The County has, however, balanced the citizens' perceptions with the data findings and tailored a land use classification and zone which reflects these considerations as well as the State's objectives.

The reason for requesting that other uses be allowed in some of Multnomah County's rural/natural resource lands are both physical and human oriented. Although the "other uses" are felt to be necessary, the magnitude of these uses is slight (as described in Section IV). The compelling reasons as to why Multnomah County's situation requires a different approach than that mandated by the Agricultural Goal are discussed in the following sections.

B. Overview of Compelling Reasons for the Exception.

1. Physical Factors.

- a. The exception areas are separated from the agricultural lands of the northern Willamette Valley, by either intervening urban development or by topographic features such as the Sandy River Canyon and Cascade foothills.
- b. The far eastern lands have limitations for agricultural production due to strong east winds from the Columbia River Gorge and more severe, earlier frosts.
- c. There is a preponderance of SCS Agricultural Capability Class III and IV soils in the hilly terrain areas which are less productive for row crops. The topographic pattern has created fingers of poorer class soils (IV-VII) which have fractionated farm patterns.
- d. Physically, the exception areas are suited to smaller, part-time diversified farms for which there is a demand around metropolitan centers.



## 2. Social - Economic Factors.

One issue not completely addressed in the Marion County Order is that of economic viability. The Order makes it clear that arguments of non-agricultural land values are "irrelevant." Although this factor can have an effect on the total issue of economic viability, it is by no means the only factor or even the most important one.

The physical capabilities of agricultural land are the basic foundation upon which agricultural uses depends, but on the social-economic side, there are a number of factors which effect whether or not lands physically suited to farm use are in fact needed or appropriate for farm production. External factors which impinge on the need question have to do with the national markets and production trends. For instance, large metropolitan areas seldom receive the bulk of their food needs from closeby agricultural lands. Under today's economic structure, it's doubtful that agricultural lands around metropolitan areas will assume any greater importance. Oregon's products are specialty crops such as grass seed, small fruits, and horticultural products. In terms of staple products, Oregon provides a very small percentage of the nation's production. Other factors which are combined with external trends, but are particular to the local situation are discussed as listed below.

- a. The size of the farming units in the exception areas are small and with trends in past years towards large highly mechanized farming units, many of the operations have either ceased to exist or have become economically very marginal. As the size of the units and the total area devoted to commercial farming has diminished, there has occurred both a movement of processors and other wholesale buyers from the area. This has shifted crop types to those more specialized and ones better able to produce more money to meet the rising costs of agriculture on fractionated, small units.
- b. The number of small lots, rural residential uses, rural service districts, part-time farmers, and taxation rates have all meant great difficulties for full time commercial operations.
- c. Agricultural operations close to urban areas experience difficulties with problems of theft, vandalism, and trespass which are difficult for large operators to control.
- d. On lands as impacted as Multnomah County's exception areas, the smaller part-time diversified farms are better suited to the situation. They can continue to operate in areas which have residential uses and higher tax rates, and are located in proximity to urbanization but isolated from commercial production centers. There is a demand for this type of farm operation in these areas because the operator can supplement his income by employment in the urban area. These types of units can produce a desirable diversity of crops which urban dwellers use to supplement their basic food needs.

- e. The use of EFU regulations is not necessary nor suited to the transitional exception areas in Multnomah County. The application of a zoning district cannot alter the character of the areas or arrest the trends which have been operative for the past twenty years. Regardless of whether the County applies EFU or MUA zoning, there is no way to insure that farming will continue. The MUA district, however, does limit the density of development in order to protect the agricultural potential and it does encourage the development of a diversified agricultural area by providing standards which insure that new uses will blend with those uses better able to withstand the current problems.
- f. The MUA district would require the maintenance of the large blocks of Agricultural Capability Class I-III lands in parcels of 20 acres in size. The existing land use pattern of the smaller lots scattered through the exception lands has already affected the future use possibilities for much of these areas.

### 3. Perceptual Factors.

These factors are difficult to document, but through the citizen involvement process, it became evident that they were important and had a bearing on the land use classification. As the exception areas have transitioned from a basic structure of full time commercial agriculture to a mix of uses, few bona fide sales of farmland that remain in farm use have occurred. About 80% of the farms in the County's exception areas are part-time. Land values (even for farm sales), tax rates, small parcel sizes, and other previously mentioned factors have combined to place these areas beyond what many agriculturists would call and perceive as a viable farming community. These perceptual factors can be important in how a community looks at itself, how they accept local government determinations, and how zoning ordinances are administered. To zone an area EFU does not make it an economically viable farming area, if it is not an economically viable area.

## C. Overview of Agriculture in Multnomah County.

### 1. Historic Setting.

Multnomah County is the smallest of thirty-six counties in Oregon, yet includes the largest city in the State and the greatest population of any single county.

Historically, a greater proportion of the food supply for residents of the metropolitan area was produced in the unincorporated areas of Multnomah and other surrounding counties. Products of the past were much more local consumption oriented such as dairy and truck crops and more processing oriented such as vegetables and small fruits.

Improvements in transportation and the trends toward suburbanization brought development pressures on areas adjacent to Portland and at the same time contributed to an increased demand for agricultural products as the population and overall consumption increased. At the same time, suburbanization and improvements in transportation brought about substantial changes in the agricultural marketing structure. Certain areas of the United States such as the Midwest, Florida, California (and now Mexico) gained great comparative advantages over the smaller local production areas. Agricultural production and processing began to be centered in the hands of fewer individuals and companies. This process has resulted in a reduced proportion of locally processed foods to imported foods.

The effect of these national trends on Multnomah County's exception areas has been to reduce the amount of land in agriculture, the number of farmers, and the size of the farming units. Subsequently, the County's farm production in recent years has tended to take advantage of specialized crop types that are most suited to the existing economic conditions.

## 2. Present Conditions.

Agriculture is Oregon's second largest industry and is a basic part of the economy. Agricultural lands, however, are also the most expeditious to develop for urban uses. The result in Multnomah County exception areas has been a reduction in the number of areas being farmed (see Chart II) and an uncontrolled development pattern intermingled with farm activities.

Chart II

### MULTNOMAH COUNTY AGRICULTURAL ACTIVITY 1954--1974

	<u>1954</u>	<u>1957</u>	<u>1964</u>	<u>1969</u>	<u>1974</u>
Farms (number)	1,668.00	1,121.00*	918.00	623.00	613.00
Average Site (acres)	42.60	79.70	72.70	113.60	67.00
Land in Farms (acres) <sup>1</sup>	71,238.00	89,379.00	66,728.00	70,792.00	41,048.00
Cropland Harvested <sub>2</sub>	24,570.00	25,743.00	19,433.00	16,989.00	15,890.00
Value Per Acre (\$) <sup>2</sup>	746.40	758.55	896.44	891.81	1,863.00
Value Per Farm (\$)	n/a	40,100.00	64,161.00	64,161.00	124,765.00

\* Drop in farm numbers due partly to change in definitions--lost 159 farms.

1. Includes lands not actually in farm production, i.e. all areas owned by farmers as part of farm units.

2. Includes total value of farm units--buildings and land.

Chart III

ACREAGE IN FARMS - 1969

<u>Area</u>	<u>Total Farms</u>	<u>Acreage</u>
Oregon	29,063	18,017,850
Clackamas County	3,801	210,255
Washington County	1,976	172,055
Multnomah County	623	70,792

Source: U.S. Bureau of the Census, Census of Agriculture, 1969, Vol. 1, Area Reports.

According to preliminary 1974 Census of Agriculture figures, the County has about 16,000 acres of harvested cropland and a total of 41,048 acres of land in farms, which make up 15% of the County's total land area. The geographic makeup of Multnomah County being at the confluence of the Willamette and Columbia Rivers and at the top of the Willamette Valley has meant a very fractional pattern of agricultural lands. Starting from the west there are a few hundred acres located along the West Hills ridge, then a few thousand (12,000) acres located on fertile Sauvie Island after which comes a large separation of urban areas. Some agricultural lands are located along the Columbia River north of the Banfield Freeway (I-80N) and a few along the Clackamas County line between Gresham and the City of Portland. The next larger block of land is located between the Cities of Gresham and Troutdale and the Sandy Canyon (9,000 acres). Further to the east, separated by the Sandy Canyon, is the Corbett area located on a fractioned plateau above the Columbia Gorge (about 4,700 acres). These separate and distinct communities make up about 14 percent of the total land area of this 457 square mile County.

Chart III shows the relationship of Multnomah County's farm activity to the State and other counties in the metropolitan area. Chart II shows that farming acreages have remained relatively stable in Multnomah County. However, in the last census, the number of farms, acres in farms and average farm size decreased. This reflects the influence of urbanization on the surrounding farm areas, although three more large farms appear in the 1974 census than were in the 1969 data (2,000 plus acres in size). Chart IV shows that in 1974, about 75 percent of the farms were of less than 50 acres in size, which has been the case in this County prior to 1959. These farms generally grow specialty crops, are part-time, or are very low yield supplemental farms. Charts IV and V show that in 1969, the small farms (less than 50 acres) made up about 10 percent of the total acreage in farms, but made up 70 percent of the total number of farms. The other 30 percent of the farms above 50 acres in size made up the other 90 percent of land area. The percentage of larger farms (over 174 acres) in the County has increased since 1954, except for a slight decrease in 1974 which may reflect the national trend to large farms with an urbanization impact in the most recent years.

PERCENT AND NUMBER OF FARMS LARGER THAN 174 ACRES

<u>Year</u>	<u>Number</u>	<u>Percent</u>
1945	69	2.9
1950	77	3.6
1954	67	3.9
1959	74	6.4
1964	62	6.7
1969	55	8.8
1974	43	7.0

Chart IV

NUMBER AND PERCENT OF FARMS BY SIZE  
Multnomah County, 1959, 1964, and 1969

<u>Size</u>	<u>Number</u>				<u>Percent</u>			
	<u>1959</u>	<u>1964</u>	<u>1969</u>	<u>1974</u>	<u>1959</u>	<u>1964</u>	<u>1969</u>	<u>1974</u>
Less than 10 acres	400	308	176	212	36.23	33.55	28.25	34.58
10 to 49 acres	451	385	260	255	40.85	41.93	41.73	41.51
50 to 69 acres	61	50	43)		5.52	5.44	6.90)	
70 to 99 acres	41	50	47)		4.40	5.65	7.58)	
100 to 139 acres	48	39	23)	103	4.43	4.24	3.79)	16.80
140 to 179 acres	21	24	19)		1.90	2.61	3.04)	
180 to 219 acres	15	17	9)		1.35	1.83	1.44)	
220 to 259 acres	12	4	8)	29	1.08	0.43	1.28)	4.73
260 to 499 acres	32	32	26)		2.98	3.48	4.17)	
500 to 999 acres	6	2	8	7	0.54	0.21	1.28	1.14
1000 to 1999 acres	4	5	3	3	0.36	0.54	0.48	0.49
2000 acres or more	<u>5</u>	<u>2</u>	<u>1</u>	<u>4</u>	<u>0.45</u>	<u>0.10</u>	<u>0.16</u>	<u>0.65</u>
Total Farms	1104	918	623	613	100.00	100.00	100.00	100.00

Source: U.S. Bureau of the Census, Census of Agriculture.

Chart V

1969 FARMS AND ACREAGES, MULTNOMAH COUNTY

	Total Farms		Class I-5 Farms <sup>1</sup>		<u>% of I-5 Acres of Total Acreage</u>
	<u>No. of Farms</u>	<u>Acreage</u>	<u>No. of Farms</u>	<u>Acreage</u>	
1-9	176	700	78	287	41
10-49	260	6,004	130	3,278	54
50-69	43	2,446	27	1,544	63
70-99	47	3,888	32	2,678	69
100-139	23	2,677	14	1,643	61
140-179	19	2,916	19	2,916	100
180-219	9	1,822	6	1,183	65
220-259	8	1,967	6	1,471	75
260-499	26	9,203	24	8,632	94
500-999	8	5,093	5	(0) <sup>2</sup>	--
1000-1999	3	(0)	3	(0)	--
2000 up	1	(0)	--	--	--
Total	623	70,792	344	30,966	

1. Class I-5 farms are commercial farms as defined by the 1969 Census of Agriculture and have sales of over \$2,500/year.
2. Not disclosed due to suppression.

Chart VI

MARKET VALUE OF PRODUCTS SOLD, 1969

<u>Area</u>	<u>Dollars</u>	<u>Ave./Farm</u>
Oregon	531,209,146	18,277
Clackamas County	32,865,740	11,733
Washington County	23,435,487	11,860
Multnomah County	13,180,701	21,156

1. 1969 Census of Agriculture.

Chart VII

FARMS BY ECONOMIC CLASS

<u>Economic Class</u>	<u>Number</u>				<u>Percent</u>			
	<u>1959</u>	<u>1964</u>	<u>1969</u>	<u>1974</u>	<u>1959</u>	<u>1964</u>	<u>1969</u>	<u>1974</u>
COMMERCIAL FARMS								
Class I (sales of \$40,000 or more)	59	72	77	89	5.34	7.94	12.35	14.52
Class II (sales of \$20,000 to \$39,999)	85	72	69	33	7.69	7.84	11.07	5.32
Class III (sales of \$10,000 to \$19,999)	158	79	51	46	14.31	8.60	8.18	7.50
Class IV (sales of \$5,000 to \$9,999)	131	83	67	73	11.86	9.04	10.75	11.31
Class V (sales of \$2,500 to \$4,999)	97	101	80	76	8.78	11.00	12.84	12.40
Class IV (sales of \$50 to \$2,499)	30	71	38	n/a	2.71	7.73	6.09	n/a
OTHER FARMS								
Part-time	395	307	210	n/a	35.77	33.44	33.70	n/a
Part-retirement	160	130	30	n/a	14.49	14.16	4.81	n/a
Abnormal	<u>6</u>	<u>3</u>	<u>1</u>	<u>n/a</u>	<u>0.54</u>	<u>0.32</u>	<u>0.16</u>	<u>n/a</u>
TOTAL FARMS	1104	918	623	43	100.00	100.00	100.00	-----

Chart VIII

FARM OPERATORS BY TENURE  
Multnomah County, 1959, 1964, 1969, and 1974

Tenure	1959	1964	1969	1974	Percent	
					1969	1974
Full owners	n/a	659	399	447	64%	73%
Part owners	198	181	143	125	23%	20%
Managers	10	--	--	--	--	--
Tenants	66	72	81	41	13%	7%
Total Operators	1104	918	623	613	100%	100%

3. Land Values and Taxes

Actual Market

Farm land values in Multnomah County are difficult to estimate due to the proximity to urbanized areas. The market value of farm land on the urban fringe is not based on its use as farm land, but rather on current land sales. The speculative market for subdivision purposes had caused farm land to be sold at values far in excess of farm land values. Therefore, it is difficult to determine if a farm has been bought at a price reflecting its farm use.

Many bona fide farm operators are currently under the State's Greenbelt Deferral as administered through the County Assessor's Office. This system assesses farm land at both its use and market values. The farm land is taxed on its use value and the taxes which would have been paid on the market value are deferred. In 1974 about 29,000 of the 70,000 acres in Multnomah County were a part of this program.

GREENBELT STATISTICS

Year	No. of Accounts	Market Value	Farm Land <sup>1</sup> Value	Values Deferred	Acreage
1964	20	\$ 520,450	\$ 388,450	\$ 131,750	547.59
1965	24	486,800	371,950	114,850	553.67
1966	31	553,600	401,850	151,750	598.40
1967	203	6,849,950	3,598,640	3,251,310	10,253.17
1968	464	15,029,500	6,072,420	8,957,080	18,106.00
1969	690	23,155,780	7,636,300	15,519,480	22,767.00
1970	842	25,483,630	8,342,520	17,141,110	25,732.16
1971	904	28,441,180	9,121,660	19,319,520	26,758.30
1972	943	33,457,410*	10,524,660	22,932,750	28,513.53
1973**	1020	38,476,020**	12,076,020	26,400,000	28,789.58
1974	996	49,756,680	14,134,400	35,622,280	29,065.64

\* 1971 Market Value was updated by 10%. Actual update was 3% and 12% for 1972.

\*\* 1972 Updated Market Value was trended approximately 15% for 1973.

<sup>1</sup> Based on a formula rather than comparable farm land sales.

Farms on Greenbelt Deferral are able to reduce their taxes from 50-80%, but a record is kept of the taxes deferred (based on a difference between farm land values and "market" value) and if the use of the land changes from agriculture then back taxes for up to ten years must be paid. The farmer applies once and if approved, is kept on deferral until the use changes (not ownership, as deferrals are transferable).

#### 4. Agriculture - Urbanization Conflicts

Dense residential developments are generally incompatible with farm uses. Farmers are confronted with constraints placed upon their operations because suburbanites object to odors, noises, and operation of farm machinery. There are also the problems of trespass and damage to crops.

With indiscriminate land conversion, metropolitan farmers become reluctant to make capital investments, even though new expenditures are essential to maintaining high levels of farm output. Additionally, spotted urban development may preclude a farmer from expanding a successful operation to reap the benefits of increased economies of scale because either the adjacent lands are too costly or have been subdivided for other more competitive uses.

Part of the strength of an agricultural area lies in its cohesiveness as a unit. Once a farming area is partially urbanized, the ability of that area to resist further conversion is substantially reduced. The strength of an area lies not in the fact that an operator is farming the land currently, but that upon ownership exchange, the land will continue in agriculture.

#### 5. Product Income and Types

An economic examination of agriculture in the County shows that specialty products make the average market value of products sold per farm higher than in surrounding counties. (See Chart V). In 1974, commercial farms with sales over \$2,500 per year accounted for 52% of all the farms in the County. In 1969, a little less than half of the County's farms were part time, retirement, abnormal or low income farms (see Chart VII). Income trends seem to indicate an increasing proportion of high sales farms and part time farms. Chart VIII shows that 64% of the farm operators are full owners while the balance are part owners or tenants. Data from 1974 indicates that the principal occupation of the operator was not farming for 352 (57%) of the 613 units in the County.

The types of products raised in Multnomah County indicates how specialized the crop types have become. Gross farm gate receipts for 1975-76 as estimated by the O.S.U. Agricultural Extension Service for Multnomah County reveal the following percentage breakdown of product types:

<u>Crops</u>	<u>1975</u>	<u>1976</u>
Horticultural Specialties	50.3%	44.0%
Vegetables	23.4%	34.9%
Small Fruits	8.8%	8.2%
Grains and Hays	2.4%	1.6%
Field Crops	1.7%	----
Seed Crops	0.3%	0.5%
Fruit Trees and Nuts	0.6%	0.4%
Livestock	11.7%	10.3%
Miscellaneous	0.7%	----
	<hr/>	<hr/>
TOTAL	99.9%	99.9%

Horticultural specialties (nursery stock, flowers, and seeds) make up a large part of Multnomah County's agricultural income, but do not contribute to the local area food needs. The vegetables are generally consumed locally, although some are used for processing. The only other products used locally are the livestock. The importance of the local production to local consumption is very difficult to estimate although of the 1975 fresh market unloads in Portland, about 18% came from Oregon. The proportion of this 18% which was supplied by Multnomah County is probably not more than one-fifth.

#### 6. Future Trends.

The importance of agriculture in Multnomah County has continued to decrease in almost every statistical area (income, farm size, number of acres, number of full time commercial farms). Many operations have either ceased to exist or have moved south to lands less impacted by urban area. However, with pending energy shortages and escalating transportation costs, evaluation of the potential productivity of agricultural lands close to urban areas may change. Competitive advantages may again make diversified small family farms viable for the production of goods for the local market. This point reflects back to the Goal language which states: "Agricultural lands shall be preserved and maintained for farm use, consistent with the existing and future needs for agricultural products. . ." Currently, the needs for products are largely being met by out of state supplies, and some fairly drastic changes in agricultural economics would have to occur before this would be altered. The MUA District would in fact not alter the short or long range use of the exception lands for crops which do supplement the local market and in fact may encourage to a greater degree the part time diversified unit which produces on a small unit, crops to be sold locally.

D. Definition of Exception Areas.

The Planning Commission and staff of the Division of Planning and Development have analyzed five separate areas of the County and developed a process that meets the intent of the goals and provides for the unique conditions that exist in these special planning Areas. The Areas are:

1. The tip of Sauvie Island (approximately 120 acres) where industrial uses have predominated; located on the south tip of the Island.
2. The West Hills along the skyline ridge and the western slopes toward Washington County.
3. The Pleasant Valley area lying between the City limits of Portland and Gresham and the Clackamas County line.
4. The Orient area which lies between the Cities of Gresham and Troutdale, the Clackamas County line and the Sandy River Canyon.
5. The Corbett area which occupies the fragmented plateau areas east of the Sandy River.

E. Analysis of Exception Areas.

1. Area 1: Tip of Sauvie Island (120 acres)

This small part (0.01) of Sauvie Island has been used and zoned for heavy industrial for twenty years. This tip area is formed by dredge spoils and the dike runs through the south part. This area has never been used for intensive agriculture and now supports a number of lumber mill/planers, a feed processing mill, a natural gas station where odor is put into the gas, and a dry land fill for industrial waste. The 120 acres is made up of seven separate parcels.

The MUA category is applied here so that future industrial developments will be allowed (as conditional use) as long as they are agriculturally oriented and can meet the standards combined in the Ordinance. The basic rationale being presented in this case then is that the tip area is committed to non-farm uses and that there is a need for these uses to continue and possibly expand in order to support the agricultural community and its tax base which includes no other industrial uses.

The specific findings as to why this area is not suited to a strict EFU zone and requires an exception are as follows:

- a. This tip area has been committed to other non-farm uses for a period of years and has not been actively used for agriculture.
- b. The portion of the lands outside the dike are agricultural capability Class VI.

- c. The area is isolated by roads from the bulk of the Island and the uses there do not substantially impact the agricultural uses.
- d. The area has had M-1 Heavy Industrial Zoning (through a court case) for twenty years.
- e. This small industrial base has helped support the Island's school district and relieve some tax burden from the farms.

2. Area 2: West Hills (2,500 acres)

This area is located to the west of the West Hills ridge and is oriented towards Washington County (where no EFU zoning exists adjacent to the County line). The soils in this area are primarily Cascade and Goble, with some Saum and Cornelius soils. The agricultural capability class is predominantly III and IV with a little II. The West Hills slopes have been predominantly used for dry land farming (grains, livestock and some nursery stock) due to the lack of irrigation water. Some projects to alleviate this problem have been discussed in Washington County, but major problems have developed and the projects have been abandoned. The steeper topography has made intensive farming difficult due to small field patterns, difficulty in operating machinery, and colder weather conditions.

The land uses are primarily small farm units, residential development (5-20 acres), small woodlots, and undeveloped scrub lands.

The parcellization pattern combines, smaller lots to the south and along roads (2-10 acres) with larger lots existing away from roads and to the north (20-80 acres). Four subdivisions (mostly undeveloped) exist in the area with basically five acre lots. The total number lots in the MUA district are 214. The potential for full time farming is restricted due to lack of irrigation water, the poorer soils, topography, small parcels, and small size of the entire farming area.

For the West Hills (and all subsequent exception areas to be discussed) two types of subareas will be further analyzed. Those areas denoted as Subarea One are all those lands committed to rural use due to the characteristics of the land. The areas denoted as Subarea Two are areas within the area which contain larger parcels. Because these areas are scattered they are identified as subareas (2a, 2b, 2c, etc.). The facts considered are parcel sizes and groups, agricultural soil capability (Class I-IV soils), and ownership patterns. Small scale property maps (1" = 600') are available with these areas depicted.

Subarea One: Committed Lands (943 acres)

Of the total 214 parcelled lots in the West Hills MUA district, there are 156 (72%) lots located in the committed area. The lot breakdown by acreage size is as follows:

$\frac{0-2}{38}$	$\frac{2.01-5}{80}$	$\frac{5.01-10}{24}$	$\frac{10.01-20}{7}$	$\frac{20+}{7}$
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About 40% of these lots are developed at present, and most of them are in separate ownership. They are scattered throughout the area with slightly more lots existing in the south and in the area around Cornelius Pass Road and Skyline. One older plotted subdivision occurs. Most of these lots have limited agricultural uses occurring on them and the larger parcels (the areas over 20 acres) are either isolated or have poor class soils (IV-VI), scrub or forest.

Subarea Two: Subareas (1,557 acres)

As a whole, these subareas are broken into six subareas which all have the following in common:

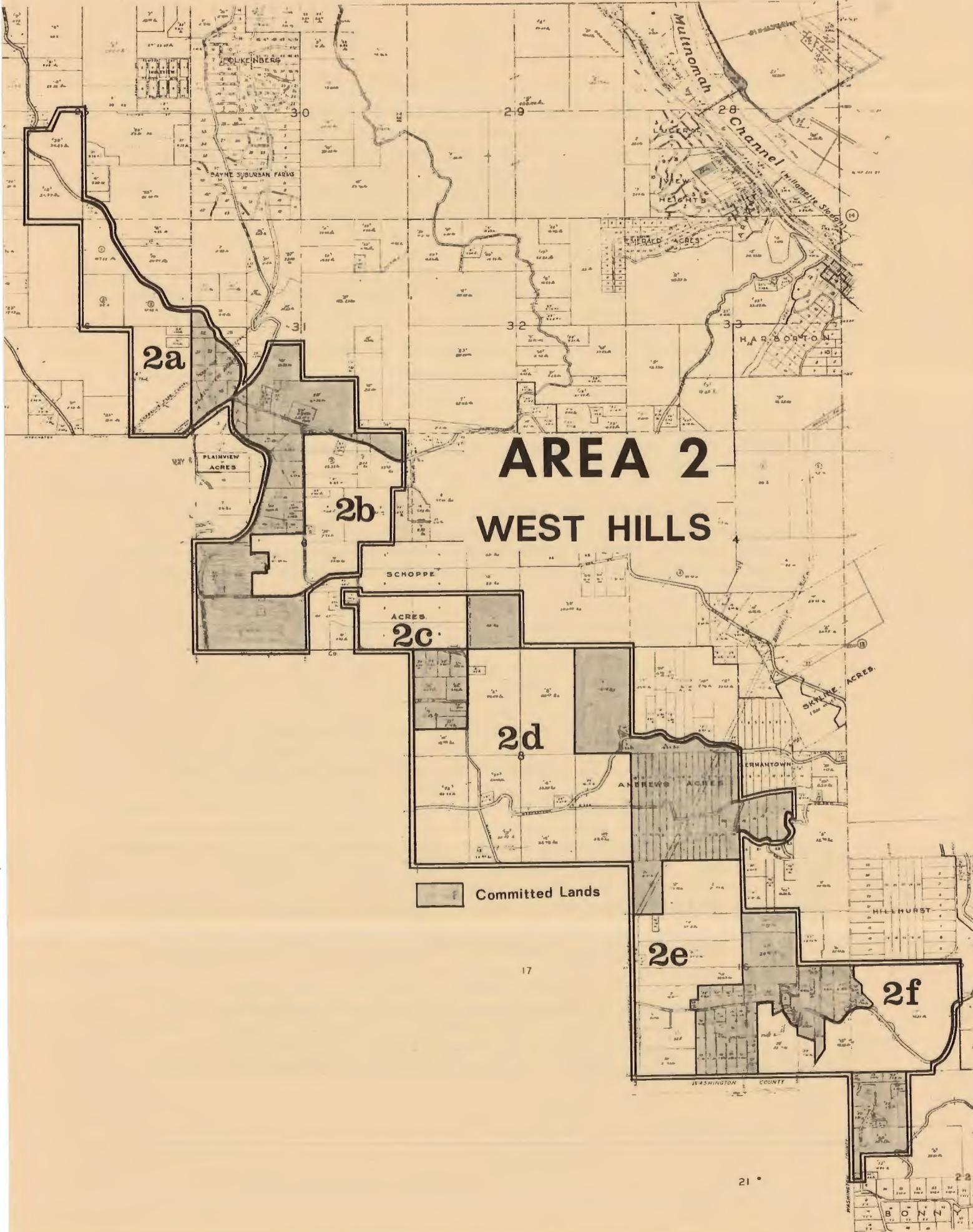
- a. The topography has created smaller field patterns, a lack of irrigation water, and an isolated area in terms of cohesive blocks of land in similar use.
- b. The parcellization pattern has reduced the viability of larger farm units and has increased non-farm uses and the demand for services.
- c. The soils in the area reveal a scattered type pattern related to topography and are primarily agricultural capability Class III and IV. The creek ravines and steeper slopes interspersed through are forested or have scrub vegetation which causes a fractionated pattern.

The lot pattern of these subareas are by acreage size as follows:

$\frac{0-2}{10}$	$\frac{2.01-5}{5}$	$\frac{5.01-10}{5}$	$\frac{10.01-20}{8}$	$\frac{20+}{30}$
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These lots account for 28% of the total lots in the MUA, but make up 62% of the total land area in the district. The boundaries of the subareas are based on the configuration of larger parcels, common ownerships, farm use, and adjacent impacting uses. In total the subareas have been indirectly committed rural lands because of the impact of adjacent non-farm uses, classes of soils (most Cascade and Goble soils of Classes III-IV intermixed), small ownerships, and low potential for farm use. A brief discussion of each subarea follows:

- 2a. This area includes 339.51 acres, 9 parcels, 6 owners, basically Cascade soils of Class III. This is bounded by Skyline Road to the east side and surrounded by forested lots of three sides.
- 2b. This area includes 198.86 acres, 12 parcels, and 9 owners. The area is bounded by Skyline Road to the north and Brooks Road goes through the area. It is made up of Class III and IV Cascade soils and surrounded by forested lots on the north and west. A number (15) of smaller lots exists on the west and south sides.



# AREA 2 WEST HILLS

 Committed Lands

- 2c. This area includes 80 acres, 5 parcels, and 4 owners, and has Cascade soils of Class III. It is bounded by Kaiser Road on the west and south sides, by the City of Portland along the north side, and forested lots to the east and four small lots to the south.
- 2d. This area includes 485.42 acres, 14 parcels, and 10 owners, and has soils which are Class III and IV; Cascade, Helvetia, and some Delana. A wooded creek ravine runs through the center of the area with other smaller wooded ravines coming in from the northeast. Kaiser Road and Germantown Road run through the area. It is bounded by Washington County to the west and south, and the Andrews Subdivision to the east. The uses adjoining are mostly residential and forest to the north and east side.
- 2e. This area includes 238.54 acres, 11 parcels, and 5 owners. The soils are Class III Cascade. Some trees occur in the pasture area in the north. Springville Road runs through the south half of the area and contains a number of small lots and rural residences.
- 2f. This area includes 214.77 acres, 5 parcels, and 3 owners. The soils are Class III with some IV Cascade. Springville Road runs through the center. Part of the area is forested and is surrounded by forested lands on three sides. The parcels to the east one-half have forest and poorer soils (IV-VI) than the west one-half.
3. Area 3: Pleasant Valley (1,200 acres)

This small area is located between the Cities of Portland and Gresham (east and west boundaries) and Johnson Creek to the north, and Clackamas County to the south. The soils in this area are primarily Powell Silt Loams and Cascade Silt Loams. The agricultural Capability Class is mostly II and with some III. The soils are Powell Silt Loam to the south (Class II) and Cascade Silt Loam (Class III) to the northeast.

Historically, the area was used for agriculture with grains and live-stock being the most important. Currently, there are only two or three full time farm operations existing and these include truck crops, berries, and pasture lands. The primary use in this area is residential and hobby farming. This area adjoins one of similar nature in Clackamas County. The parcelization here is largely small lots (2-5 acres) with a few larger parcels (20-40 acres). The potential for increased commercial farming or even continued farming is remote due to the pressure of the incorporated cities, Clackamas County, and the small size of the area itself.

Within the total 1,200 acres, there are 292 total parcels, about 70% of which have houses located on them. There also exists a riding stable, grocery store, dance hall, gas station, and car repair shop, a church, and the Pleasant Valley School.

Subarea One: Committed Lands (877 acres)

Of the total 292 parcels located here, 264 (90%) are in this committed area. These lots account for 73% of the total land area. The breakdown of lots by acreage size is as follows:

$\frac{0-2}{91}$	$\frac{2.01-5}{116}$	$\frac{5.01-10}{37}$	$\frac{10.01-20}{16}$	$\frac{20+}{4}$
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Basically, the lots are small and at least 75% of them are in separate ownerships.

The findings as to why this area is considered committed to other uses are as follows:

- a. This area is subject to the pressures of the Cities of the Portland-Gresham area as well as Clackamas County to the south (which is a CRAG 'rural' designation).
- b. The parcellization and land use patterns have committed this area to non-farm uses at this time.
- c. The proximity of the area to other uses and the area's size are both factors in the inability of this area to support agricultural operations. There are no adjacent full time commercial farming areas.
- d. Most of the area has been zoned for rural residential use for a number of years (Suburban Residential - 10,000-40,000 square foot lots).
- e. Both the school and fire districts are related to those in the urban areas.
- f. There is a need for some areas of the County to be available for rural residential (3-5 acre densities) life style. This total area represents .5% of the total acreage in unincorporated Multnomah County. Pleasant Valley contains 75% of all the land designated as rural residential in the unincorporated County.
- g. Only one lot in this area has applied for agricultural tax deferral.

Subarea Two: Subareas (323 acres)

These two subareas were broken out on the basis of farm use, farm deferral, ownership, and parcel sizes. The lot breakdown by acreage size is as follows:

$\frac{0-2}{5}$	$\frac{2.01-5}{7}$	$\frac{5.01-10}{11}$	$\frac{10.01-20}{1}$	$\frac{20+}{5}$
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These lots account for 27% of the total land area in Pleasant Valley and are largely centered in the eastern side around one main area.

These lands are isolated within a much larger locale of non-agricultural uses in Gresham and Clackamas County. The impact of the adjacent urban and rural residential uses in essence, has reduced this once agricultural area to five owners, none of whom have more than 60 acres under cultivation (some of the owners lease pieces to operators located outside the area). Five farms (not contiguous) of less than 325 acres surrounded by lands committed to other uses do not constitute a viable economic farming community for the future production of food. Therefore, the County has placed these lands in the same classification with the others in Pleasant Valley to accommodate future rural residential needs.

- 2a. This area includes 44.54 acres, 1 parcel and 1 owner. The soils are Powell Silt Loam Class II. The parcel is in deferral and used for agriculture. It is surrounded by 15 separate owner-ships, most of which have houses and most of which are small. It is the only large lot (over 20 acres) in the entire section (19 1S 3E).
- 2b. This area includes 278.25 acres, 20 parcels and 9 owners. The soils are mostly Cascade (Class III) with an area of Powell Silt Loam (Class II) in the south half of one parcel (some 30 acres). Various roads cut through the area, including S.E. 190th, which extends into Clackamas County. Kelley Creek cuts through the center section flowing from east to west. A number of smaller parcels (24) surround this area which does not include the number of lots within the Gresham City Limits (another 13 smaller parcels along the north side).

4. Area 4: Orient (9,000 acres)

The Orient area is located between the Cities of Gresham and Troutdale, the Clackamas County Line, and the edge of the Sandy Canyon Rim. The area is dissected by stream systems feeding the Sandy River, such as Beaver Creek and Kelley Creek. The soils are varied with predominantly silt and clay loams (Powell, Quatama, Cascade and Mershon) with others being present; in the creek bottoms (Wapato and Wollent), on the ravine walls (Haplumbrepts), and in the wetter depressed areas (Wollent). The agricultural capability class is primarily II and III, with some IV existing in the creek ravines and the varying patterns of the Sandy Canyon's dissected rim.

Historically, this area has been used for a variety of agricultural crops; row crops (processing and fresh) grains, and pasturing (dairy). Today, the intensity of farming has decreased and the primary uses are nursery, truck crops, berries, and livestock (there are two remaining dairy operations). Other uses in the area are the Orient rural center with numerous commercial and community service operations. In the broader area, other uses are residential, hobby farming (raising

of small gardens, livestock and poultry), and small woodlots. The creek ravines are largely wooded and undeveloped. The parcelization pattern in the area is varied with smaller lots existing more in the south and scattered along main roads throughout the area.

Subarea One: Committed Lands (5,789 acres\*)

These committed lands make up 64% of the total Orient area and they are broken in three subareas. The first is the Orient rural center (a 60 acre center with 103 parcels) which contains various rural service facilities and which is committed and needed for this use. The second subarea is the area proposed as a buffer between the Cities of Gresham and Troutdale and which contains 250 acres in 22 parcels. Under the guidelines listed for Goal #3 (Guidelines A.1) one of the planning matters to be considered is that "urban growth should be separated from agricultural lands by buffer or transitional areas of open space." Due to the intensive pressures brought about by the dense nature of the urban development surrounding this area on three sides and the poor nature of the soils (IV-VII in the Beaver Creek ravine and 85 acres of wooded land) along the Gresham Boundary these lands were placed in a rural residential classification which will provide the needed transitional use to a lower intensity. The third subarea is the bulk of the other committed lands (5,789 acres in Orient).

The committed lands are scattered throughout the Orient area and contain 890 parcels of land. The acreage size breakdown for the parcels is as follows:

<u>0-2</u>	<u>2.01-5</u>	<u>5.01-10</u>	<u>10.01</u>	<u>20+</u>
378	367	93	37	15

The inclusion of the parcels of greater than 20 acres in size was based on their isolation, single ownership, public ownership, and number of surrounding non-farm uses. About half of the parcels are developed with non-farm residences, many of them are used as part time personal farmettes, while some are leased to farmers both within and outside the area. The committed lands are impacted to the point where their usefulness for full time agriculture is substantially reduced or non-existent. Other findings regarding these lands are:

- a. Topographically this area has a rolling terrain interspersed with creek ravines which fractionate the agricultural lands.
- b. Currently the area is served by Rural Fire Protection District No. 10 (the same one which serves the urbanized parts of unincorporated Multnomah County) the Pleasant Home and Lusted Water Districts and two school districts.
- c. For at least 66% of the area bordered by Clackamas County, the land use pattern is dispersed small lot rural residential lots. This same pattern occurs in Clackamas County.

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\* This figure does not include the rural centers.

- d. Very few of the smaller parcels are on Greenbelt deferral at this time.
- e. The presence of a number of roads in the area has made it possible to create smaller lots (the old zoning prior to December, 1976, had a two acres minimum lot size). In 1976 a total of 30 new residences were built in the area. At this rate the number of vacant available lots will meet the demand for rural residences for a number of years. The Multiple Use Agriculture District would, therefore, limit the further parcellization of the land better suited to part time diversified farming and commercial farming.

Subarea Two: Subareas (3,211 acres)

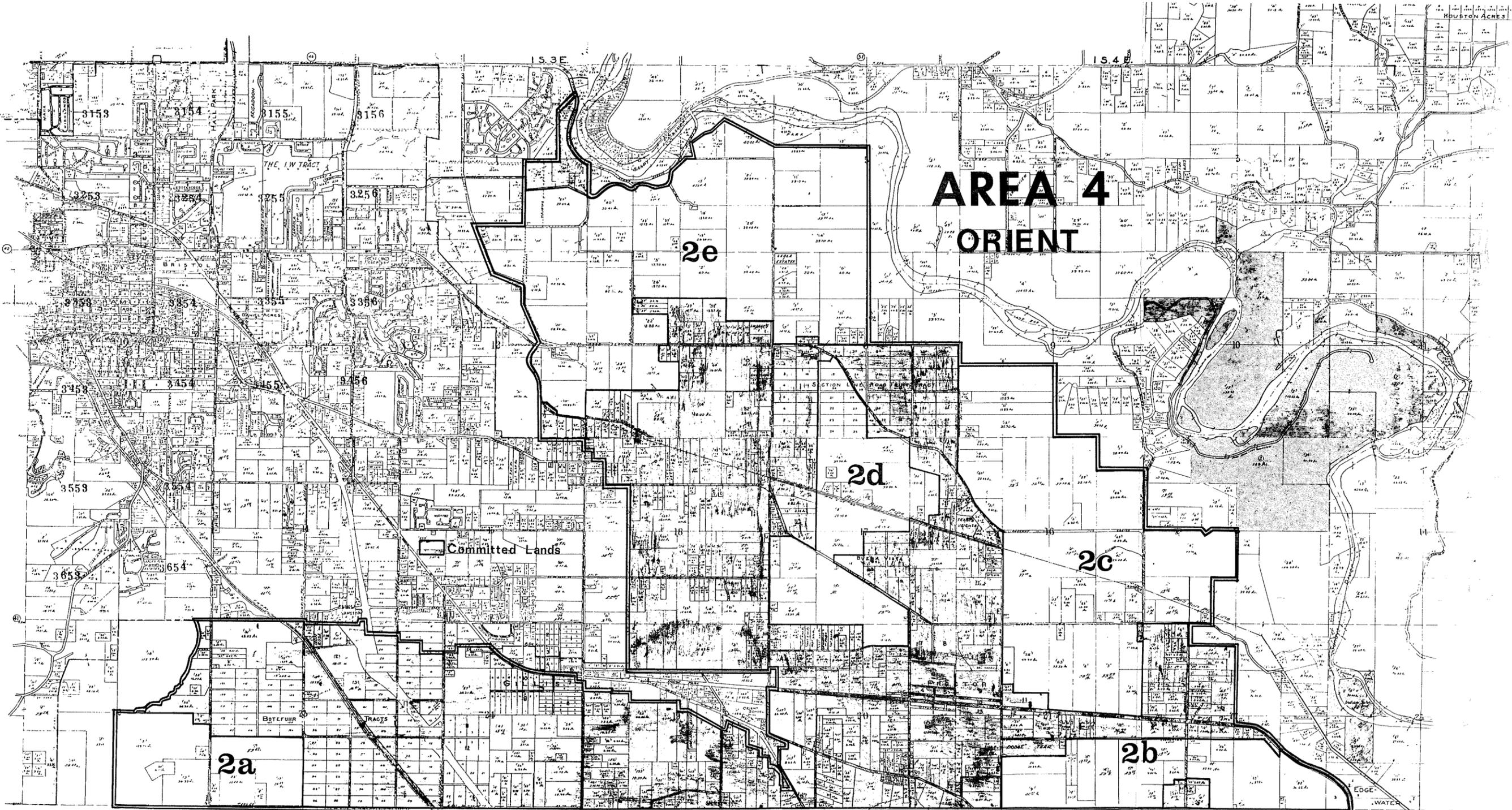
This area is divided into five subareas with a total of 179 parcels of land. The acreage size breakdown of these parcels is:

<u>0-2</u>	<u>2.01-5</u>	<u>5.01-10</u>	<u>10.01-20</u>	<u>20+</u>
27	32	26	35	59

The rationale developed for the boundaries of these subareas was based on considerations of ownership patterns, commercial agricultural uses, parcel groupings, slope and absence of surrounding uses which would impact farm operations. The subareas range from 272 acres to 1,222 acres in the north. In general these lands support agriculture at the present, but their geographic location and topographic features as well as their proximity to the committed lands makes these marginal lands.

The Multiple Use Agriculture District is intended to preserve these blocks for continued agricultural use as long as there is a need for these lands and they remain economically viable. The impacts in terms of service districts, smaller parcels, population, and tax rates already exist and EPU zoning will do little to alter them.

- 2a. This area includes 272 acres, 9 parcels, 7 owners. The soils are Cascades and basically III with IV existing along a creek ravine and along the southwest corner where some forested lands of Class VI are located (25 acres). The area is isolated from the bulk of the other subareas and has forested lands along the north. Rural residences and farmettes prevail to the northeast and east side and in Clackamas County to the south. Hogan Road runs through the center and along the south.
- 2b. This area includes 345 acres, 19 parcels and 16 owners. The soils are Cazadero Silty Clay Loam and have an agricultural Capability Class of II with some III on the steeper slopes. Most of the lands are on Greenbelt Deferral and are used for agriculture (nursery stock on a good share). The parcel sizes are not large but for the more specialized crops they are adequate. The area is bounded by forested lands of the Sandy Canyon to the east, smaller parcels and residences to the north and east and Clackamas County to the south which has unzoned land in largely similar uses as those to the north.



# AREA 4 ORIENT

2e

2d

2c

2a

2b

Committed Lands

15.3E

15.4E

HOUSTON ACRES

BOULEVARD TRACTS

EDGE WATER

- 2c. This area includes 959 acres, 44 parcels and 35 owners. This second largest subarea in Orient contains soils of varying nature with some flat lands, creek ravines and wooded Sandy Canyon rim area. The soils are basically Powell Silt Loams and Mershon Silt Loams of Class III (Mershons and Powells of steeper slope) and II (Powell of lesser slope). Some pockets of Cornelius (Class IV) and Wollent (Class III) also exist. Several roads go through the area including Lusted, Dodge Park Blvd., Altman, Oxbow Parkway and Hosner Road. The north and east sides are bounded by the steep Sandy Canyon rim and the south and west sides are bounded by small lots and rural residences (59 lots).
- 2d. This area includes 413 acres, 32 parcels and 18 owners. The soils are basically Powell Silt Loam (Class II) with some Wollent (Class III) in the southwest corner and in the two creek ravines which run from the southeast to the northwest corner. The uses are largely pasture and grains. Some of the lots along the northeast edge are in forest (and forest deferral) and are part of the Beaver Creek steeper slopes (this includes 35 acres). The main roads are Oxbow Parkway, Pipeline Road, Lusted Road and 302nd Avenue. There are a number of smaller lots and rural residences surrounding these lands (71 parcels).
- 2e. This area includes 1,222 acres, 70 parcels and 47 owners. The soils in this area are as follows: To the west they are Quatama Loam (Class II) with the center and north area being Powell Silt Loam (Class II); in the southeast corner there is a mixture of Cornelius, Delena and Wollent (Class III). Extending into the area from the north and radiating out into the center is a series of wooded ravines which have Haplumbrepts soils of Class VII (50 acres). These ravines have created smaller field patterns in the center of this area. The major roads are SE Division, 302nd Avenue, Troutdale Road, Strebin Road and Stark Street at the north end. About half of the larger parcels are in joint ownerships. There are smaller parcels (40 parcels) and rural residences located along the southern edge. The northern and eastern edge is bordered by the Sandy Canyon.

5. Area 5: Corbett (4,700 acres)

This area is a plateau above the Columbia River rim that is bisected by streams (Smith Creek, Pounder Creek, Knieriem and Howard Canyon) and topographically exhibits a characteristically rolling terrain. There are also some hills scattered throughout, such as Chamberlain Hill. The elevation ranges from 300 feet to over 800 feet above mean sea level. The soils are primarily silt loams (Mershon, Powell, Corettan and Cornelius) with some Aloha Silt Loams, Wollent Silt Loams in the wetter areas, and Wollent and Delana in the creek bottoms. The Agricultural Capability Class for this area is basically III with IV and some II.

The climate in this plateau reflects its proximity to the Columbia Gorge. The east winds are often strong here as the funnel of the Gorge starts to widen at this point. Also the higher elevation means a shorter growing season due to frost. These factors restrict the choice of crops in this area.

Historically, dairies were located in Corbett and truck crops and flower bulbs were grown here, but competition from other locations and the retirement of operators has meant reductions in these agricultural uses. People purchasing agricultural land have located in other more highly productive areas. Today there are non-intensive uses located in this area such as livestock and grains, with some truck crop and nursery being grown. Other uses include the Corbett and Springdale rural centers, rural residential, hobby farming, and small woodlot management.

The parcellization pattern is varied with a number of small (5-10 acres) lots existing along the main roads. There are a number of larger lots scattered throughout the area (20-40 acres) and a few lots larger than 40 acres.

The importance of agriculture has decreased here, especially as the more intensive operations have ceased. With national market trends and costs operating to the disadvantage of smaller family units, the continuation of agriculture in this climatically influenced area is less likely, at least, in the levels of the past. Homesites have increased in the area, causing additional pressures on agriculture and on the services in the area. The Multiple Use Agriculture designation would encourage the retention of the viable agriculture lands, and limit the development of incompatible uses and services.

Within the entire 4,700 acres there are 588 parcels of land. This figure does not include the rural centers of Corbett and Springdale. The parcel size breakdown by acreage is as follows:

$\frac{0-2}{93}$	$\frac{2.01-5}{192}$	$\frac{5.01-10}{195}$	$\frac{10.01-20}{61}$	$\frac{20+}{47}$
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- a. Topographically, this plateau area exhibits a varied terrain (more so than the Orient area) of flat ridge tops, hillsides, ravines, and valley bottoms. It is completely isolated from other agriculture blocks. This has contributed to a varying farm unit pattern and is the reason for the separation of the two multiple use agriculture areas.
- b. The geographic location of this area close to the end of the Columbia Gorge has meant that climatic conditions here are more severe than for other parts of the County. Frosts are more of a problem, as are the strong east winds which tend to limit the choice of crop types.

- c. The parcellization pattern is indicative of the number of non-farm uses that have developed, especially rural residential uses. This area used to be much more agricultural in nature, but the same factors which have affected agriculture all around the urban areas have been at work in Corbett. Although this area is located further away from the metropolitan centers than others, the other factors of specific physical base and development pattern combine to render Corbett less agriculturally viable than it might otherwise seem.
- d. The soils in the area are poorer for agriculture than elsewhere in the County and Willamette Valley. The basic agricultural capability classes are III and IV with some II. Non-agriculture soils (Class VI-VIII) are interspersed throughout the farm soils as the varied topography would indicate.
- e. The fractionated nature of the subareas, their small size, and the amount of adjacent small lot development has combined to make these agricultural lands less viable to full time commercial operators. By the preponderance of lots in the 2-10 acre size, it is clear that the Corbett area has been more impacted by declining commercial agriculture and the establishment of farmettes and rural residences.

Subarea One: Committed Lands (2,983 acres\*)

These committed lands make up 63% of the total land area within the Corbett Multiple Use Agricultural area. There are two other areas of consideration and they are the Corbett rural center (35 acres with 53 parcels) and the Springdale rural center (25 acres with 72 parcels). These rural centers are considered committed due to their obvious function as rural centers and the need for limited expansion in these centers. The nearly 3,000 acres of other committed lands are scattered throughout the two blocks of rural Corbett lands. There are 507 parcels of land and many have been developed with rural residences. The parcel size breakdown by acreage for these lands are:

<u>0-2</u>	<u>2.01-5</u>	<u>5.01-10</u>	<u>10.01-20</u>	<u>20+</u>
89	187	173	45	13

Some of these are in subdivisions, but the majority are singly held tax lots. Not all of these lots have been cleared and due to the more rolling terrain they occupy forest areas. Very few of the smaller lots have Greenbelt deferrals. These lots are scattered throughout Corbett and they separate many of the larger pieces and surround them in many instances. Some larger pieces (13 parcels) have been included in the outright committed lands category because they are isolated, surrounded by smaller lots, poorer class soils (IV-VI) and often forested.

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\* This acreage figure does not include the rural centers.

The numbers of added residents in Corbett have caused tax rate and service problems for all. These problems will not be alleviated by the application of EFU zoning as the demands are already there. Population growth will easily occur as people build on the undeveloped lots, many of which are not suited to agriculture. There exists a school district, a rural fire protection district, and a Corbett Water District. The Multiple Use Agriculture district will enable this community to retain the better farmlands, while allowing uses to develop to the point where some of the service problems may be diminished. Due to the physical and economic factors which have reduced the agricultural uses for this area, it is felt that MUA better responds to the needs for a more orderly growth pattern. The district would slow down the loss of agricultural land while requiring any non-agricultural related development to meet criteria designed to protect the character of the community and its natural resources.

Subarea Two: Subareas (1,717 acres)

Within the two MUA blocks in Corbett there were eight subareas selected. Their boundaries were based upon larger parcels, joint ownerships, suitable soils, the existence of a block of larger parcels, and Greenbelt deferrals. In Corbett these subareas, with one exception, are all fairly small, again evidence of the widespread nature of the smaller parcels. There exists within these subareas a total of 81 parcels.

The MUA district recognizes these problems and will encourage the retention of as much agricultural land in an open manner as would any strict EFU. The added flexibility may in fact encourage more diversified farming and give relief to farmers who are on marginal land.

- 2a. This area includes 706.02 acres, 35 parcels, and 15 owners. The soils in this subarea are mostly Powell Silt Loam (Class II and III) with some Mershon (Class III) in the northwest corner and east of Ogdon Road. Smaller spots of Cornelius Silt Loam also exist (Class III). The majority of the area is Agricultural Capability Class III. Along the north edge of this largest subarea, the edge of the Columbia Gorge extends some of its dissected ridge into the flatter lands. Most of these lands are forested (60 acres or more). The same is true of lands along the western edge where the Sandy Canyon rim extends into the properties. The subarea surrounds a rural residential block of 17 parcels and along the southern and eastern edges there are small parcels (34 parcels). A number of parcels are in one ownership (13), but the lots are part of a platted subdivision. Several roads enter the area including Ogdon, Seidl, Woodard, Hurt, and Mershon Roads.
- 2b. This area includes 139.91 acres, 4 parcels, and 1 owner. The soils here are mixed, with Quatama (Class II and III), Mershon (Class III), and Cornelius (Class III) on the flatter plateau, with Haplumbrepts (Class VII) interlaced through the area in the form of a creek ravine. This ravine separates the field patterns

into four areas reducing the size of the total area being farmed. The Sandy Canyon loops all along the east, west, and south sides. The Crown Point Highway runs along the canyon edge of the property and 32 small lots bound the property across the Highway. Woodward Road runs along the north edge. The north side is bounded by 9 smaller parcels.

- 2c. This area includes 86.21 acres, 5 parcels, and 2 owners. The soils are a mix of Powell, Aloha, Mershon and Corbettan, with a predominance of Class III with about 20 acres of Class II. A creek ravine runs along the north edge as well as Luca Road on the west and north edges. The Springdale rural center borders the area to the south as well as the Crown Point Highway and Bell Road.
- 2d. This area includes 152.13 acres, 5 parcels, and 5 owners. The soils are Corbettan and Cornelius (Class III) on the east and west side respectively. The area is bounded by Hurlburt Road to the south and Crown Point Highway to the north. About 20% of the sub-area is wooded in a scattered fashion. A number of small lots (24) and rural residences surround the area. To the east side a large block of forested land in the Multiple Use Forest category follows the Smith Creek Ravine.
- 2e. This area includes 76.76 acres, 2 parcels, and 2 owners. The soils are 80% Cornelius (Class III) and the balance are Powell (Class II) and are about 5% in Haplumbrefts (Class VII). The south edge lies along the edge of the Sandy Canyon where some forested lands extrude into the field pattern. These lands are the southern most ones in the MUA surrounding Springdale. The one road bounds the western edge of the properties and comes halfway along the southern edge. Along the north and west sides there are 10 smaller lots.
- 2f. This area includes 227.1 acres, 12 parcels, and 8 owners. The soils are 80% Corbettan (Class III) and 20% Mershon (Class III). The west side bounds the wooded area of poorer class soils separating the two Corbett MUA districts. The area is bounded by Evans Road to the east and access from the south comes off Hurlburt Road. One of the parcels and owners is a cemetery in the center off Smith Road. To the east of Evans road is a non-agricultural area of rural residences and wooded lands. There are 16 parcels existing to the east of this border. To the south there are an additional 9 parcels of 2-5 acres in size.
- 2g. This area includes 239.15 acres, 12 parcels, and 10 owners. The soils here are Mershon (Class III and IV), Cornelius (Class III), Wollent (Class III), and Powell (Class II) in about equal proportions. To the north end there is about 25 acres of Class IV soils which are partly wooded. The Sandy Canyon rim forms the southern and western edge of the area while alternative field and forest patterns run along the eastern edge. Mostly forested

areas exist to the north as well as many small parcels (13) and rural residences. There are 7 small parcels to the south as well. The main roads in the area are Rickert, Loudon, and Gordan Creek Road.

- 2h. This area includes 90.19 acres, 5 parcels, and 5 owners. The soils here are all Mershon Silt Loams and are 75% Class III and 25% Class IV. A creek ravine protrudes into the northern center and is mostly wooded (15 acres). Other wooded lands occur in the south also (7 acres). The west side borders the Corbett rural center and generally the area is surrounded by smaller parcels (28). Crown Point Highway runs through the center of the area and Littlepage Road runs south from the highway. The lands to the north form part of the Gorge rim and forested lands also occur along part of the west side.

IN 3 E

IN 4 E

IN 4 E

# AREA 5 CORBETT

WASHINGTON OREGON

Columbia

River

2a

2c

2h

2b

2f

2d

2e

2g

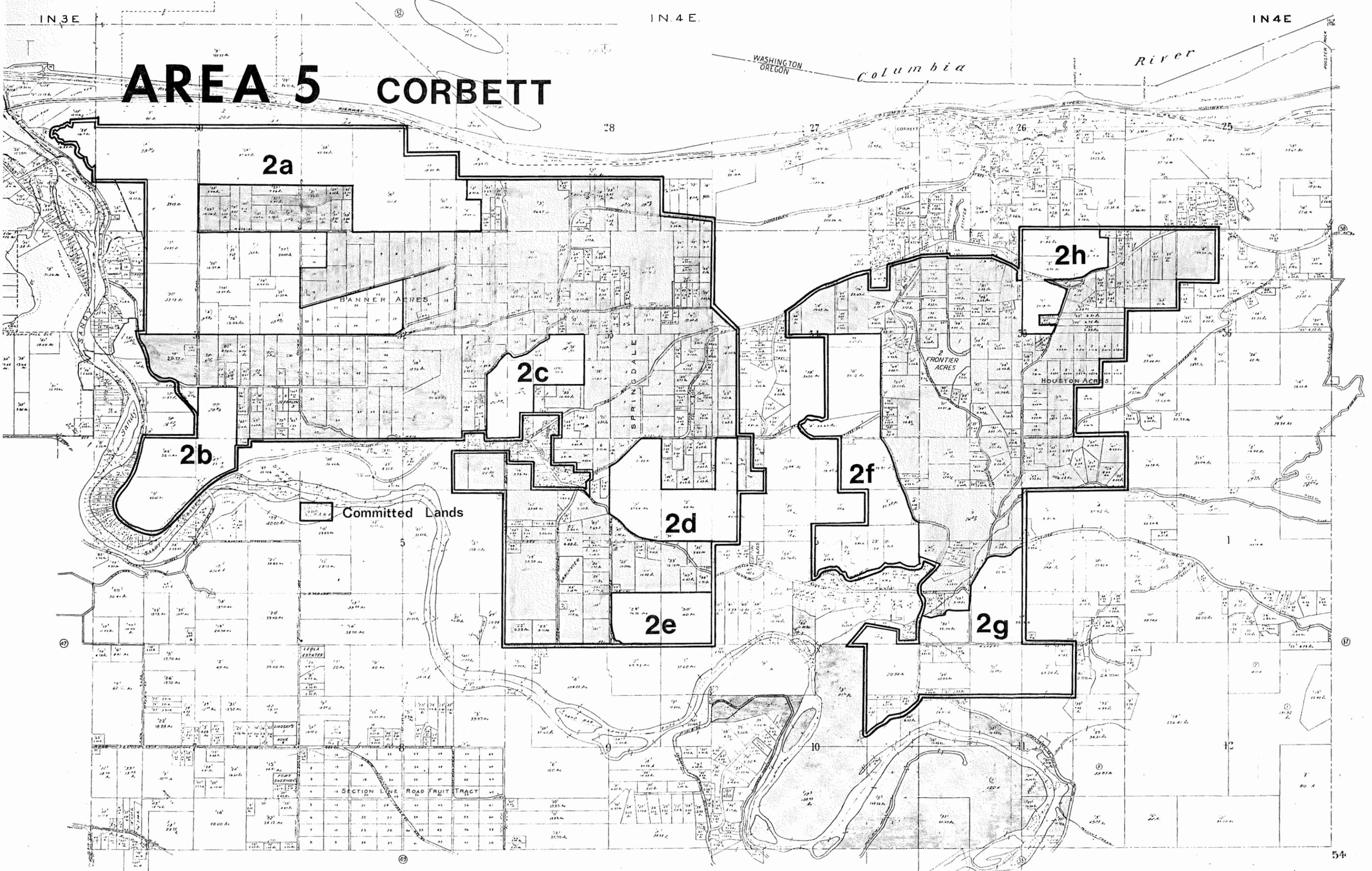
Committed Lands

BANNER ACRES

FRONTIER ACRES

HOUSTON ACRES

SECTION LINE ROAD FRUIT TRACT



V. ALTERNATIVE LOCATIONS WITHIN THE AREA FOR THE PROPOSED USES

The Multiple Use Agriculture District is only a slight deviation from the EFU provisions, therefore, there are very few proposed uses to be discussed. The added rural residences would most likely occur under either alternative zone with the possible exception that some additional homes would occur due to the provision for rural planned development on soils of Agricultural Capability Class IV. The other permitted uses (as conditional uses) include mostly community services uses which enhance the community. Based on the fact that all the MUA locations have a rural service center in the area it is most likely that these uses would locate there as they have in the past. Other uses allowed include limited rural service commercial and tourist commercial uses on Agricultural Capability Class IV-VII soils. The one other use allowed in MUA is the commercial processing of agricultural products primarily raised or grown in the region. Cumulatively the additional allowed uses will not substantially affect the natural resource capability of the MUA lands and, in fact, in the case of commercial processing, may increase the resource capabilities. The other allowed uses would enhance the sense of community and add other economic benefits for the areas. None of the conditional uses would be allowed to jeopardize the existing agricultural capabilities of the MUA lands.

The alternative locations for many of the uses mentioned above are the rural centers, rural residential, or Multiple Use Forest district. Rural centers are designed for local service uses and as such all appropriate uses will be encouraged to locate there. Any requested rural service commercial would have to show that it is needed and necessary at the particular site. The tourist commercial use is often taking advantage of a particular geographic feature and in cases where this is not the locating factor the same reasons as for service commercial would have to be given. Agricultural processing can be located in the urban areas, but in some cases it is more advantageous to be located close to the source of supply as long as other transportation requests are met. The location of these uses in agricultural areas may in fact bolster the use of the agricultural resource. The last use, that of rural residential, can be met in both rural residential zones, and in the Multiple Use Forest zone. The County has proposed only 2,000 acres of rural residential located in three areas. With a five acre density these will not accommodate all the demands for rural residences. The rural centers do not contain enough additional land to add many rural residences. The purpose of the MUA and the MUF districts is not to provide for great numbers of additional rural residences, but to allow some use of lands not suited to the production of natural resources. This issue then is not really where can these other uses allowed in MUA be alternatively located, but how within MUA can these uses be placed without endangering the natural resource production capabilities. Similar uses can and will be located at alternative sites, but some of them logically belong in MUA and will be located there with the least amount of detriment to the land base.

## VI. LONG TERM CONSEQUENCES

As mentioned in previous sections the end result of Multiple Use Agriculture will not be so radically different from EFU as to warrant any great concern. The MUA is not a proposal to use the exception areas for uses not consistent with the goal except in some very minor instances. There will be no impact of the total loss of the area for other purposes, beyond the impacts that have already occurred and which will continue to effect the areas. As can be determined at this point, the long term consequences are as follows:

### A. Environmental Impacts.

The plan provides for the protection of Class I, II, and III agricultural lands and for all of the factors set forth in the LCDC Goals. Class IV lands may have added density for Rural Planned Developments, but at cluster densities of 10 acres this still leaves the bulk of the lands useful for agriculture (the EFU provisions would allow this acre size for farm related dwellings). Any additional environmental problems encountered by development would be minimal due to DEQ regulations, design review, and further development limitations contained in the Framework Plan. With the encouragement of larger parcels on better class lands and the possibility for increased diversified smaller farm units, the natural resource capabilities are maintained. Even on the smaller lots the presence of residences does not mean that if at a future date farm patterns radically change due to energy constraints these units could not be reaggregated to make the size of units which will provide food sources. A feature such as this will, in fact, benefit from the smaller scale of units and more people who will provide more manpower to substitute for petroleum products.

### B. Economic Impacts.

It is the County's position that these areas are not suited to full time commercial farming. The community economic impacts may be the need for additional services such as schools, fire and police protection. However, as over 60% of the exception areas are considered to be already committed to rural lands these impacts will occur as a matter of course, whether through MUA or EFU. Alternatively, the individual economic impacts are lessened. In particular, exclusive farm use zoning in an area not suited to this would result in elderly individuals not being able to sell this land.

An analysis of the region's agricultural lands shows that exclusive farm use is most appropriate on Sauvie Island, in Multnomah County, West Washington County and parts of Clackamas County and other portions of the Willamette Valley. These lands, for which an exception is being sought, are not prime farm lands and farm operators will seek to purchase land in other areas. Although the production of full time commercial processing crops may continue to drop, the diversified units and specialty crop producers will still be able to survive and may in fact increase. In the long term, the local economy may tend to benefit from a minimal number of other uses and therefore increase their viability as communities.

### C. Social Impacts

Local: The stabilization of land use patterns implicit within the exception, will tend to enhance cohesion of existing rural communities, and maintain established living environments. Encouragement of appropriate rural commercial centers will help maintain a community identity and cultural center.

The exception allows part time or non-commercial farm activities in areas not suitable for full time commercial farming. It also allows for alternative life styles; provides alternative land uses that will allow the elderly and young to continue to live in the area.

Regional: Conservation of open areas and aesthetic environments will provide passive recreational areas for residents of the region.

Diversity of housing types and living situations will be available within the goal exception. This housing mix will encourage stable and heterogeneous social development.

State: The exception will provide an example of a flexible approach to the development of rural communities within natural resource conservations areas.

It integrates many of the requirements of the LCDC goals within the flexible framework of the plan that is sensitive to diverse human needs.

### D. Energy Impacts

Local: Decreased trip generations brought about by localizing some basic commercial needs and employment centers will reduce the use of fossil fuels for transportation needs. Also, the demands on energy supplies made by dense, small lot residential development would be avoided.

Regional: Location of processing plants close to their natural resources reduces energy needs.

Reduction of transportation due to localization of facilities reduces traffic, and congestion in regional centers, thereby reducing energy needs.

State: Conservation of open spaces maximizes the potential for alternative energy source locations (solar, thermal) for State needs.

VII. FINDINGS THE PROPOSED USES WILL BE COMPATIBLE WITH OTHER ADJACENT USES

This section includes a discussion of:

1. The compatability of the State Statutory EFU provisions and the County's Multiple Use Agriculture (MUA) zone, and
  2. The compatibility of the MUA zone with adjoining zones.
1. Compatibility of the State Statutory EFU Provisions of the County's MUA Zone

A. Introduction

The purposes of the County's MUA zone are:

1. To conserve agricultural lands, not suited to full time commercial farming, for diversified or part time agricultural use; and
2. Encourage the use of non-agricultural lands for other purposes when shown to be compatible with the natural resource base, character of the areas, and applicable County policy.

This district does not permit uses inconsistent with the general intent of the Agricultural Goal, but it does allow some flexibility in dealing with Multnomah County's rural lands. The specific land in Multnomah County where the district is proposed for application have characteristics found in both natural resource and rural residential locales, but the emphasis in the zone is to conserve the natural resource base to the greatest extent possible by not allowing an increase in incompatible uses.

B. Lot Sizes

The basic argument advanced by the County is that density is the only factor which ultimately can be controlled. The State standards allow land division of lot 10 acres and larger in size without approval. The smallest lot split permitted by the County without approval is 20 acres. Any divisions of less than 20 acres in size must be approved as follows:

1. Lots of Exception: One lot of exception is allowed provided the following showing can be made. The use will:
  - a. Substantially maintain or support the character and stability of the overall land use pattern of the area;
  - b. Be situated upon land generally unsuitable for the production of farm crops and livestock or for forest use considering the terrain, adverse soil or land conditions, drainage and flooding, vegetation and the location or size of the tract;

- c. Be compatible with accepted farming or forestry practices on adjacent lands;
- d. Be consistent with the purposes described in subsection 3.121 of the Comprehensive Plan;
- e. Satisfy the application standards of water supply, sewage disposal and minimum access; and
- f. Not require public services beyond those existing or programmed for the area.

The following facts should be noted;

- 1. The EFU provisions allow for the creation of lots of less than 10 acres in size upon approval of a hearings body, however, there are not established standards except it must be found the proposal is consistent with the statutory findings.
- 2. There are not lot size requirements in the MUA Lots of Exception provisions in order for the Hearings Body to be able to create a lot size which does not include farmable land.
- 3. All quasi-judicial matters must comply with all of the Comprehensive Framework Plan policies which collectively embrace all 15 of the applicable Statewide goal standards. (See Comprehensive Framework Plan Administrative Guidelines).
- 4. The County has enacted standards as denoted above while the State provisions have no standards for lot split approval except the Statutory findings.
- 5. Rural Planning Developments are permitted on Class IV through VIII lands after being found by the Hearings Body to have met the conditional use criteria. It should be noted, however, that:
  - a. The minimum density factor is 10 acres which would be allowed outright under the State's EFU Statutory provisions.
  - b. The Findings required are that the proposal:
    - 1. Is consistent with the character of the area;
    - 2. Will not adversely affect natural resources;
    - 3. Will not conflict with farm or forest uses in the area;
    - 4. Will not require public services other than those existing or programmed for the area;
    - 5. Will not create hazardous conditions.
  - c. In addition to the above findings, the proposal must comply with all of the plan policies which collectively embrace all 15 of the applicable Statewide goal standards.

In summary, the County MUA zone is equally or more restrictive in regulating density than the State Statutory Standards. This should be the central focus in the protection of agricultural lands of the character addressed under this exception request.

### C. Uses Allowed Outright

The second area of regulation is the use. The difference between the statutory EFU uses permitted outright and the County MUA zone are as follows:

#### EFU Zone Uses Permitted Outright

- farm uses
- residences in conjunction with farm use
- public and private schools
- churches
- propagation or harvesting of a forest product
- utility facilities
- exploration of geothermal resources

#### MUA Zone Uses Permitted Outright

- farm uses
- propagation or harvesting of forest products
- single family dwellings
- public or private conservation areas and structures for protection of water, soil, open space, forest and wildlife resources

It should be noted the EFU provisions allow a broader range of outright uses. The most important difference is: the MUA zone allows single family uses outright as opposed to EFU which required approval of single family dwellings through a conditional use hearings process. (See conditional use section for standards).

The County's position is twofold:

1. A person can show that single family dwelling will be used for farm purposes when requesting a building permit. After the permit is issued, however, no agency can insure or enforce its use for farm purposes. This is a loophole in the law.
2. The character of the County exception areas is such that any conditional use under the EFU standards would be granted. The effect is to create a time consuming and costly burden on the applicant and administrative agency. This is a focal point of the County's position. The effect of enacting the EFU provisions would mean the County would be required to hold a public hearing on the issuance of each single family nonfarm related building permit. This causes delays to the public, requires additional County staff to administer the paper work and hearings and is deemed to be an unnecessary negative regulatory control.

D. Uses Under Prescribed Conditions

The County MUA zone allows the following uses under prescribed conditions. The EFU provisions do not include such a category.

Uses Under Prescribed Conditions

- mobile homes
- wholesale or retail sales, farm products or forest products grown on the premises

E. Conditional Use Provisions

The following is a comparison of the conditional uses allowed:

EFU Uses Requiring Approval

- commercial activities in conjunction with farm use
- mining
- private parks, etc.
- golf courses
- commercial utilities
- personal use airports
- home occupations
- processing forest products
- horse boarding
- single family dwellings

MUA Uses Requiring Approval

- Rural Planned Developments
- boat moorage, marina or boathouse moorage
- camp or campground
- church
- government building or use
- hospital, sanitarium rest or retirement home
- library
- park, playground, sports area, golf course, or recreational use of a similar nature
- philanthropic or eleemosynary institution
- power substation or other public utility building or use
- private club, fraternal organization, lodge
- racetrack
- radio or television station or tower
- refuse dump or sanitary landfill
- resort, dude ranch, hunting, or fishing lodge
- riding academy or the boarding of horses for profit
- school, private, parochial or public; educational institution
- commercial processing of agricultural products

- single family rural planned developments
- cottage industries
- limited rural service commercial uses
- tourist commercial
- accessory uses to the above when approved by the Hearings Council

The standards for issuing a conditional use are as follows:

EFU

MUA

The proposal:

The Hearings Council shall find that the proposal:

- (a) Is compatible with farm uses described in subsection (2) of ORS 215.203 and is consistent with the intent and purposes set forth in ORS 215.243; and
- (b) Does not interfere seriously with accepted farming practices, as defined in paragraph (c) of subsection (2) of ORS 215.203, on adjacent lands devoted to farm use;
- (c) Does not materially alter the stability of the overall land use pattern of the area;
- (d) Is situated upon generally unsuitable land for the production of farm crops and livestock, considering the terrain, adverse soil or land conditions, drainage and flooding, vegetation, location, and size of the tract; and
- (e) Complies with such other conditions as the governing body or its designate considers necessary.

- (a) Is consistent with the character of the area;
- (b) Will not adversely affect natural resources;
- (c) Will not conflict with farm or forest uses in the area;
- (d) Will not require public services other than those existing or programmed for the area; and
- (e) Will not create hazardous conditions.

NOTE: In addition, all conditional use applications must comply with all of the plan policies which collectively embrace all 15 of the applicable Statewide goal standards. (See Comprehensive Framework Plan Administration Guidelines).

It is important to note that:

1. The MUA zone allows a broader range of conditional uses for the following reasons:
  - a. The County policy is to create communities in the truest sense but in a manner consistent with Goal 3. See the Comprehensive Framework Plan policies.

- b. The alternative to the MUA approach is to prepare plan and zone specific areas for commercial or industrial uses. This is viewed as an antiquated approach as factors are continually changing and therefore, plans and zoning become unresponsive to community needs.
  - c. The conditional use procedure allows for a flexible response to changing needs, yet in a manner that preserves the integrity of the area and land use planning.
2. The MUA zone provides the same degree of protections as EFU because:
- a. Any conditional use application can be either approved, denied, or approved with conditions. See Comprehensive Framework Plan and Ordinance No. 100.
  - b. Conditional uses can be approved with expiration dates. This means the County can approve a specific use for a specific period of time. Once the time expires, the use must be discontinued. This affords local government more control than an outright zone change which can only control a class of users and which cannot be approved with an expiration date.
3. The County standards for approval are consistent with the State standards.

F. Other Factors

1. Aggregation of Lots

The Statutory EFU and MUA provisions do not require aggregation of lots.

2. Prohibition of Regulatory Ordinances

The Statute includes a prohibition against any local government enacting ordinances which regulate against farm practices. The MUA district does not afford this protection, however, it is important to note:

- a. Local governments could enact ordinances which affect farm practices which have spillover effects on non-EFU areas.
- b. The Statute applies to local government, and does not by its terms directly restrict what legal recourse a citizen might have against another.

### 3. Tax Benefits

The EFU zone places the responsibility on the Assessor to identify and appropriately assess farm land. Persons in an MUA zone will be required to apply for a Farm Tax Referral.

### 2. Compatibility of the MUA Zone with Adjoining Zones

The MUA zone adjoins several other rural zones in Multnomah County and in other counties as well as urban zones in some instances. The MUA zone is part of an implementation process which emphasizes the compatibility of all the rural zones. They were prepared together so that they would fit the individual situations and needs of this particular county. Within the exception areas the zones which MUA adjoins and their compatibility is discussed as follows:

- a. Multiple Use Forestry: As the name implies this zone is one similar to MUA, but designed for the forested areas of Multnomah County where very little present commercial forestry is taking place. It is the zone which abuts MUA in the majority of cases. It is almost identical to MUA except that it stresses forestry and it allows rural planned developments at a 10 acre density, limited rural service commercial, and tourist commercial, on all lands when certain conditions are met. The MUA then is the more restrictive zone. The two zones are compatible.
- b. Rural Centers: These centers have been a part of the agricultural community for a number of years. The presence of MUA adjoining these should not cause any problems. The rural centers are not designated to extend into farming areas, although a limited amount of expansion land has been proposed.
- c. Rural Residential: This basic five acre residential zone adjoins MUA in only one location (Orient) where the purpose of the rural residential is to provide a buffer between intensive development in Troutdale and Gresham. The rural residential zone is natural resource based especially in its rural planned development requirements and as such little conflicts are anticipated.
- d. Significant Environmental Concern: This overlay zone is designed to protect significant environmental qualities and applies design review to places such as the Columbia Gorge and the Sandy River Canyon. The overlay applies in MUA and in other zones which adjoins MUA. These are compatible zones and conflicts should not occur as SEC is an overlay which attempts to blend uses in a harmonious manner rather than prohibit them.

In cases where MUA adjoins lands of another county (specifically Washington, and Clackamas County) conflicts have not developed. At present no Exclusive Farm Use zones adjoin MUA within Multnomah County. As far as

urban zones are concerned, MUA does adjoin directly to them in Orient. In only one small area of the urban growth boundary formed by Troutdale and Gresham has a rural residential buffer been provided. In the other instances the pressure currently is not adequate to warrant additional buffer area due to the lack of intensive development in the urban areas. Also the bulk of the lands adjoining the urban boundary are of the Subarea One committed type. Conflicts may eventually develop (and in fact already have been one of the factors for the creation of the MUA district) to the point where further changes in the Comprehensive Plan may be necessary to protect the agricultural lands and adjoining urban areas.

The one area where a rural residential zone is being applied as the exception (Pleasant Valley) is best suited to this category. No conflict problems are anticipated as Gresham and Portland do not have heavy development pressures on their boundaries. Within Clackamas County uses of a similar nature are being proposed.

Note: Incorporated as a part of this document are the Assessor's Maps showing the parcellization pattern and the areas and subareas.



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