



MULTNOMAH COUNTY
Land Use Planning Division

Multnomah County Comprehensive Framework Plan

Introduction

The Multnomah County Comprehensive Framework Plan Summary is the county's land use mission statement. It describes the policies that guide decisions made by the Land Use Planning Division as well as the relationship between Multnomah County land use decisions and the policies adopted by the Metro Council and statewide planning agencies.

If you would like more information on these policies, contact the Multnomah County Land Use Planning Division. You can visit our office: 1600 S.E. 190th Avenue, Portland, OR 97233; call us: (503) 988-3043; or contact us via e-mail: land.use.planning@co.multnomah.or.us

PLEASE NOTE: These documents are constantly under revision. Policy updates happen regularly, so please be aware that these documents are provided for informational purposes only. For advice on the most recent version of these policies, you must contact our office.

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The Planning Process For The Multnomah County Comprehensive Framework Plan

This policy section of the Framework Plan was developed based on the inventory information contained in Volume I. These policies and strategies combined with the data inventory and a map, will form the first part of the three-part Comprehensive Plan.

THE COMPREHENSIVE PLAN IN THREE STAGES

The County Comprehensive Plan has been developed in three stages:

[The Framework Plan](#)

[The Development Plan](#)

[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. All of the goals are addressed, making it a Comprehensive Plan. However, the details are expanded 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.

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The Framework Plan is designed to:

1. Provide a factual data base for establishing and evaluating policies and strategies;
2. Identify land use needs and relationships and provide the basis for further plan making and refinement;
3. Delineate broad land use classifications;
4. Establish an urban growth boundary in accord with the needs of the County and in conformance with [Metro](#) and [LCDC](#) requirements;
5. Identify goals, policies, strategies and standards for each of the Framework Plan elements, and provide a basis for more detailed plans and decisions on specific land use actions;
6. Provide framework policies, strategies and standards applicable to the Development Plan and Operations Plan.

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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 of these plans. Contained in these plans will be all of the statewide goal requirements not addressed in detail in the Framework Plan. Because community issues, needs and values will vary, Community Plans 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 Economic and Community Development. These plans are prepared within the framework established by the Framework Plan and serve as summaries for action on specific issues.

The Functional Plans address a broad range of issues in each specific functional area and include alternative policies and strategies that 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 as applied to each urban community. The Functional Plans are used at the community level to identify policies and strategies for addressing specific local opportunities and problems.

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Stage III--The Operations Plan

This plan consists of those measures designed to carry out the Framework and Development Plans. These implementation measures are:

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 [Land Division](#) Regulations; Capital Improvement Program, etc.)
3. Planning Process and Policy Framework specifying the policy means by which land use decisions are to be made.
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 of streets, sewers, parks and other governmental activities related to land use.

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THE PLANNING PROCESS

The Planning Process

The County's planning process consists of seven steps:

Plan Adoption Process

1. Establish a work program.

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2. Collect an inventory of data.

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3. Identify issues and evaluate alternatives.

Plan Implementation

4. Prepare a plan.

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5. Adopt a plan.

6. Implement the plan.

7. Review and update.

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1. **The Work Program** established the methodology and general schedule for comprehensive planning within the parameters established by law. (See the section federal, state and regional requirements.)

2. **The Inventory** involves gathering information on physical, economic, environmental and social factors the topics covered in Volume I, some of which are 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.

4. **Plan Preparation** is based on an analysis of pertinent laws and court decisions, the inventory, issues, alternatives and public values. This is a policy plan. It 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 Ordinances 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 ensuring 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. Revisions or amendments to the adopted Plan (text and/or map) follow the same process as initial adoption: citizen review opportunities including the Community Group participation program, Planning Commission public hearings and recommendation, and Board of County Commissioners hearings and adoption of revisions or amendments.

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The Planning Process

Adoption of any plans 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.

Plan Adoption Process

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

Plan Implementation

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.

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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 interagency coordination procedures and meetings.

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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 by direction and how data is used depends upon continuing participation by the public.

In drafting the first Framework Plan, 35 public discussion meetings were 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 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.

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PURPOSE

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

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1. Multnomah County's unique natural resources are protected and that renewable resources are utilized in a responsible manner.

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2. The people of Multnomah County are provided with a safe and healthy living environment.

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3. Public services and support facilities are provided in a timely, safe and efficient manner as an integral part of the development process.

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4. Citizens, special interest groups and investors are able to clearly identify the planning issues and problems and participate in formulating solutions.

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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.

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6. Establish a uniform County-wide policy framework for:
 - a. The development and maintenance of individualized community plans, and
 - b. The review of [development proposals](#).¹
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.

¹ Development proposals are defined as any action which requires a major or minor revision to the Comprehensive Framework 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.

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PLAN FORMAT

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Each Plan Section is organized in the following manner:

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1. An introductory statement, including a discussion of the intent and purpose, precedes each policy.

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2. The policy statements are of three types:

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a. **Performance criteria policies** which establish standards for environmental quality, energy conservation, transportation facilities, public utilities and uses, and open space.

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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.

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c. **Policy directives** to the County for making decisions and preparing plans.

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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).

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PLAN IMPLEMENTATION

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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 the Multnomah County Code, Community Development Title. The Community Title will include the following list of Articles; however, it should be noted that after each policy within the plan is a Strategy Section. With each Strategy Section the provisions are listed which should be contained in the Community Development Title Chapters to carry out the policy.

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Zoning

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Service District

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Community Development Title (Title 11)

Planning Authority Chapter that 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.

Zoning Chapter that 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. 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;
4. Planned development standards and guidelines for greater design flexibility through the planned unit development functions by specifying the types or characteristics of development that may be permitted, which may differ from one area to another;
5. 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;
6. 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.
7. Use and development standards appropriate to the land use zoning district statements of intent and purpose;
8. General provisions regarding special districts, conditional uses, non-conforming uses, variances, exceptions and legality;
9. Method of administration; and
10. 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.

Land Division Chapter that 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.

County Streets and Roads Chapter that provides for:

1. Coordinated arrangement and improvement of streets and roads in accordance with authority granted in State and local statutes 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.

Service District Chapter that provides for:

1. Sewer regulations;
 2. Sewer service charges;
 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 Title Chapter were 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.

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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 pre-application conference with the [Land Development Section](#) staff for assistance in determining all of the alternative courses of action.

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Introduction

The purpose of this policy is to establish and maintain the relationships between this Comprehensive Framework Plan ("Framework Plan") and its implementation measures.

1. The Statewide planning goals adopted by the [Land Conservation and Development Commission](#);
2. [The Urban Growth Boundary](#) adopted by [METRO](#);
3. The Comprehensive Plan in effect prior to September, 1977, ("Pre-existing Plan"); and
4. The Wilkes and Hayden Island Community Plans adopted prior to September 1977, and all other community plans adopted after September 1977.

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

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Policy 1

It is the County's policy that:

- a. This framework plan with its component individual community plans 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 Urban Growth Boundary and its [implementing policy](#) adopted by the Metro Council.
- 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. furthermore, unless a specific framework plan policy states that it is to supersede a community plan policy, in case of land use actions where any conflict occurs between the framework plan and the community plan, the community plan will prevail.
- 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.
- e. In areas designated by this Comprehensive Framework Plan as Urban, and where an applicable community plan has not been adopted, the pre-existing Plan and County Zoning shall remain in effect. Any change in such designations shall be consistent with this Comprehensive Framework Plan where a proposed use is permitted by both the pre-existing plan and the zoning map, required permits may be issued, notwithstanding a conflict with this Comprehensive Framework Plan
- f. This plan will be updated every five years beginning September 1977.
- g. Zoning regulations shall provide for the continuance of non-conforming uses. They shall also allow restoration or replacement of non-conforming uses in accordance with [Oregon Revised Statutes 215.130\(6\)](#), and their alteration, expansion or replacement when such alteration, expansion or replacement would not create a greater adverse impact on the neighborhood, or are necessary for the use to comply with State or County health or safety requirements. *[Amended 2000, Ord. 940 § 1]*

- h. Any County action taken regarding incorporation of a new city shall be done in accordance with state rules adopted in [Oregon Administration Rule 660-14-0000 through 0040](#).
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POLICY 2: OFF-SITE EFFECTS

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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.

Policy 2

The county's policy is to apply conditions to its approval of land use actions where it is necessary to:

- 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.

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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 a planning process that reflects and balances the environmental and economic interests and the social and service needs.

Policy 5:
 Economic Development

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.

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The purposes of citizen involvement are to:

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

or federal agencies.

In order to comply with the LCDC mandate within the acknowledged County Comprehensive Plan, the Planning Commission should facilitate and encourage an ongoing Citizen Involvement including the Committee for Citizen Involvement and the Community Group Participation Program.

Current Needs

There are three basic needs for community involvement. The County has a need to have citizen review programs and projects, the citizens need to communicate needs and issues to the County, and there are specific requirements within the adopted Comprehensive Plan. Each of these needs requires an ongoing citizen involvement effort. In addition to these general needs, there are other conditions and specific needs that help to define the program.

- The County has many planning and implementation programs, grant applications and other land use actions that require review and input from the communities and citizens.
- Other plan policies recommend strengthening community boundaries and identity. The community planning organizations can provide an important focus for this identity.
- Individual communities and groups may have specific needs issues they want to address. These issues may or may not involve the land use planning, but they do need access to the County system.
- There is a need for the County to provide notification and other information to the communities concerning public hearings on land use actions. This notification must be provided in a timely manner to allow the community groups to evaluate the impact of the action and prepare testimony where required.
- Different citizens and groups may have different interests and different points of view. In terms of solving community problems, it is desirable to bring these differences together. These differences may result in the formation of more than one citizens group within a community.
- Some special interest groups may be interested in specific issues or problems which have geographic boundaries which overlap several or all of the communities.
- A review of recent Oregon court cases concerning the issue of "standing" in land use cases has shown that there are certain standards and criteria that the courts will likely use to determine standing. Recognition of the group by the governing body does not guarantee standing, however.
- Many of the people involved in these interest groups are new to the land use process and are not familiar with past actions, terminology and the process of making land use decisions. In some cases, groups of citizens may desire to form a new group and want assistance in organizing, drafting by laws, presenting testimony, etc.
- Because of budget limitations, the County has limited staff resources to assist

individual groups. The County must therefore make as efficient use of staff time as possible. It is important, too, to make efficient and effective use of citizen's time.

- Many citizens are reluctant to become involved because they feel that government is unresponsive and that their views are unlikely to have any impact on actual decisions.

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Policy 3

The County's policy is to maintain a committee for citizen involvement and an ongoing citizen involvement program that is appropriate to the scale of the ongoing planning effort, and that offers opportunities for citizens to be involved in all phases of the land planning process, and it will 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;
- d. Opportunities for citizen involvement in regional, state and federal programs and the administrative decision-making process; and
- e. A community group participation program.

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Strategies

The County should:

1. Provide public education and information on planning programs, issues and problems to citizens.

2. Maintain 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 Countywide 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;
4. Periodically evaluate the citizen involvement program by means of a Committee for Citizen Involvement; and
5. Develop and implement an ordinance that provides that organizations meeting specified guidelines similar to the following will be recognized as "Community Groups" and receive notice from the County of matters affecting property within their boundaries and certain other benefits. This shall not restrict the right of other groups to participate in the planning process.

Area Citizen Group Guidelines

The foundation of the citizen involvement program is the individual groups. A group may be organized within a community boundary; it may focus around a specific issue, or on a geographic area overlapping several communities. These are independent groups, not controlled by the County. Each group must decide individually how they will operate.

Where in-depth community input is required, the County will contact all groups within a community and arrange for meetings to discuss the community issues. Individual groups may hold other meetings as desired.

To achieve this goal the following guidelines are recommended:

1. The citizen's group represents and has a defined geographic boundary. In some cases there may be one boundary defined as the area of concern, i.e., Rockwood Community, and a second boundary defined for voting, i.e., anyone living within one-half mile of the community boundary. The key factor is that these boundaries in fact, are defined.
2. The citizen's group should select a name with which to identify itself.

3. The citizen's group should have a written statement of purpose, The statement will be part of a membership form, and persons joining the group should sign the membership form, stating that their reason for joining the group is to support the group's purpose.
4. The citizen group voting membership should be limited to people owning or renting a home, people owning or renting a commercial or industrial firm or building, people owning land or a legally designated representative of any of the above within the voting boundary.
5. The citizen's group should have adopted by-laws or rules that provide for:
 - a. election of officers and terms of office,
 - b. duties of officers, and
 - c. voting privileges, including an age limit.
6. The citizen's group should maintain a current mailing list for the purpose of providing notice. A copy of the list is to be given to the County.
7. The citizen's group should maintain a record of all meetings, with a list of names and addresses of all those persons in attendance and the number of members participating in any voting action.
8. All meetings should be open for the general public to attend without regard to membership, residence or financial contribution.
9. The citizen's group should provide the County with a current list of the names of its officers and designate a contact person and an alternate so the County can provide information and notice to the citizen's group.

HISTORICAL 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 ensure its continuance. In 1982, the Board also established a Citizen Involvement Steering Committee to monitor the citizen involvement process for all County departments and divisions.

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POLICY 4: INTERGOVERNMENTAL COORDINATION

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Policy 4:
 Intergovernmental
 Coordination

A major element of any land planning program is coordination between the governments and agencies which have responsibilities for some activities occurring within the area being planned. Any planning program must address itself towards coordination issues relating to all levels of government from the federal to the most local service districts. The State planning program requires that the urban counties particularly address coordination issues by the submission of; "(c) Six copies of a written statement setting forth the means by which a plan for management of the unincorporated area within the urban growth boundary will be completed and by which the urban growth boundary may be modified . . . " (O.A. R. 660-03-010).

Policy 5:
 Economic Development

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Multnomah County has jointly adopted Urban Planning Area Agreements (UPPAA) with the Cities of Gresham, Portland, Fairview, Wood Village, and Troutdale in 1979. The purpose of these agreements is to establish areas of mutual planning interest, established the County's Plans as the primary plan for the unincorporated areas, initiate a cooperative process to determine future service and annexation boundaries, and establish a notification process for land use and annexation issues. Maps were attached to these agreements which outlined the areas of planning interest by each city within urban east Multnomah County.

The regional planning authority [Metro](#), also has special coordinative requirements which involve the County. Metro is the body responsible for the urban growth boundary and for the administration of that boundary. Further, Metro is also the coordinative body for special districts referred to in [ORS 197.185](#) and for other coordinative functions under 197.190. One additional body which has coordinative functions is the Metropolitan Boundary Commission which is responsible for annexations and service district boundary adjustments and formation. Beyond the regional level, the State agencies are also responsible for coordinating their activities with local jurisdictions and with the State goals and guidelines ([OAR 660.30.000](#)). Federal agencies, although exempt from local jurisdiction on federal land and with activities of national scale, have been directed by the Executive Branch to coordinate with local and state government.

Within the early 1980's significant study and discussion has taken place to address

the issues of urban services for mid-east Multnomah County. Various alternatives have been formulated from the formation of a new city to the use of special service districts, and annexation to existing cities. [The City of Portland](#) has adopted an urban services policy which expresses an intent to establish an urban services boundary outside its existing city boundary and to become the full urban services provider within that area (adopted in February 1983). Other east County cities are also examining similar statements of urban service intent. The Multnomah County Board of County Commissioners have established a policy intent (Resolution March 15, 1983) that the County will not be the full urban service provider for areas inside the urban growth boundary and the County will participate actively in the resolution of the urban services issues.

The citizens of Multnomah County and the State of Oregon have invested considerable effort and funds in the preparation of comprehensive land use plans for Multnomah County. The adoption and implementation of land use plans, capital improvements, and ordinances have resulted in a program which has both gained widespread community support and investment in livable communities. Concern has been voiced that these efforts should not be abandoned during the resolution of urban services issues. The County has a commitment and a responsibility to retain the Comprehensive Framework Plan and component Community Plans and implementing devices to ensure that the substantial gains of such community planning efforts are not lost. Urban Area Planning Agreements that require a commitment to current County land use policy are vital in this role. The State Goals and Oregon Statutes require that land use planning be completed, maintained, and coordinated. Apart from the jurisdictional resolution of urban East Multnomah County, there is a County responsibility to follow these State requirements until they become another jurisdiction's responsibility. Included in the County's responsibility should be the strong attempt to preserve the integrity of acknowledged Community Plans when they are affected by another jurisdiction. The County should act as a steward for all parts of the unincorporated lands and should actively play a coordinative role in the resolution of urban services issues. This is not to say that the County should resist changes in land use plans or ordinances once the responsibility for these is changed, but the County should be concerned that the planning process transitions as smoothly as possible and that this transition is fully understood and supported by those affected citizens and agencies. The County's intergovernmental coordination policy is therefore based upon the premise of responsibility for the preservation of livable communities both inside and outside the urban area and on the need for a coordinative body during the resolution of urban services issues.

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Policy 4

It is the County's policy to participate in intergovernmental coordination efforts with federal, state and local governments and with special service districts. The

County will ensure that the responsibility and support for land use planning will be coordinated with adjacent jurisdictions through the adoption of urban planning area agreements which will recognize:

- a. That it is not the County's primary role to provide urban services, and
- b. That the County's comprehensive framework plan and component Community plans and implementing ordinances will be the primary plan for unincorporated areas until and during any jurisdictional transition, and
- c. The County has a responsibility to support the planning process for unincorporated areas and establish and participate in a cooperative process to address the future of urban service provision issues.

In addition, it is the County's policy to support:

1. Accountability and responsiveness to regional and County-wide needs, and
2. The identification and maintenance of the urban growth boundary as adopted by Metro, and
3. The delivery of services necessary County-wide and in the areas outside the urban growth boundary, and
4. Joint development projects with the private sector which target public investments (fiscal or regulatory) to the support of County-wide benefit and which fulfill pertinent community plans.
5. The attempt to preserve the integrity of the land-use policies of any County comprehensive plan element that may be affected by the actions of another jurisdiction where those actions may have "off-site" effects.

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Strategies

The County should:

1. Support the provision of coordinated urban services by units of general purpose government by the following:
 - a. Reviewing pertinent Oregon Revised Statutes, Metro responsibilities, and

Metropolitan Boundary Commission policies to revise the MCC Chapter 11.12 dealing with annexations,

- b. Participate in coordinative efforts to resolve the urban services issues and to ensure a smooth land use planning transition upon jurisdictional changes,
 - c. Maintaining a stewardship role in land use planning and implementation before any jurisdictional changes become effective,
 - d. Revising the Urban Planning Area Agreements to implement the Comprehensive Framework Plan policies with special attention paid to the Community Group Participation Program,
 - e. Maintaining a regional urban growth boundary in coordination with Metro,
2. Ensure that areas outside the urban growth boundary are provided with services commensurate with the State Planning Goals and the needs of the residents.
 3. Request that State and regional governments provide data relating to State and regional needs which should be addressed in the County's planning program, to include a uniform data compilation system by the regional government.
 4. Support the State land use planning program by participating in the requirements made of an acknowledged jurisdiction for those areas under County responsibility.
 5. Support, where possible, efforts based upon the principle of intergovernmental and private sector coordination with full participation of the community which would target public funds towards the provision of County-wide benefits considering such initiatives as the following:
 - a. Economic development in conformance with comprehensive planning policy;
 - b. Full community involvement in development proposals;
 - c. Reducing full dependence on governmental funds for needed services.
 - d. To use County resources to leverage other resources for the encouragement of economically viable agricultural and forest areas, for habitat conservation and stable rural areas. These initiatives could include:
 1. Joint development of marketing facilities for agricultural products, such as wholesale and farmers' markets;
 2. Support for programs which conserve wildlife habitat, particularly wetlands, through private/public cooperation, and
 3. The encouragement of incentive programs for forestry uses, particularly reforestation of productive lands.

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POLICY 5: ECONOMIC DEVELOPMENT

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A growing and healthy economy generates demand for commercial and industrial site development, housing starts, and construction activity. Building rehabilitation and neighborhood revitalization are dependent upon a favorable business climate. Market opportunities stimulate the expansion and diversification of existing businesses, the attraction of new economic activities, and generation of employment opportunities. Conversely, a community with a constrained or deteriorating economy experiences high unemployment and building vacancy rates, substantial slowdowns in rehabilitation, construction and site development activities, and loss of business and industry.

The 1960's and 1970's were a period of industrial development, commercial expansion and job generation in Oregon and Multnomah County. Households attracted by growing job and business opportunities generated new local markets for consumer goods and services. Wholesale trade and industrial activities grew in response to increased demand for Oregon products and expanded foreign trade activities with the Pacific Rim countries. Historically, a labor force exporter, Oregon in the 1970's became a labor force importer. Local land use and economic development planning efforts were supported by the adoption of statewide land use goals, availability of federal and State planning grants, and a growing economy. Economic debate around the State tended to focus on the growth - no growth policy alternatives. Private and public resources were available to stimulate private capital investment and build public services and facilities. The State and local economies recovered quickly from the short-term recession of 1974-75.

Planning efforts in the 1980's are not occurring under the favorable economic conditions of the 1970's. The long-term recession of the late 1970's and early 1980's has affected every sector of the economy and segment of the community. Unemployment is higher than it has been since 1940. The number of bankruptcies has tripled. Inflation rates have dropped, but the real costs of capital, land, energy and labor

have increased dramatically. Business and industry are faced with survival issues. Public and private resources are decreasing while demand for community and individual social and financial support services is escalating. No longer are jurisdictions faced with the growth - no growth policy alternatives and how to direct economic activity growth in the landscape. While Multnomah County's Diversified Economic Base and position as a major American trans-shipment point for international trade initially softened the impacts of the recession on its economy relative to the other areas of Oregon, the accumulative effect of the national economic trends and decline in demand for Oregon lumber and wood products have caused record unemployment rates, firm closures, bankruptcies and budget deficits.

Multnomah County's economic development program is faced with two distinct but interdependent tasks: revision of the long-range economic development program policies and strategies, and further elaboration of a public response and interim set of strategies to minimize current recessionary impacts. Present economic conditions have dramatized the importance of maintaining a diversified economy that will minimize the community's vulnerability to national trends and business cycle fluctuations. The long-term policies must be aimed at the stabilization, diversification and growth of the local economy and maintenance of a favorable market climate for business and industry. Interim measures must focus on immediate steps available to a local government for the amelioration of recessionary impacts on the individual, household, and firm.

National recovery and development of new market opportunities will stimulate business investment and job generation. Each region embodies a unique set of physical, environmental, social and economic constraints and potentials. Whether a local community will be able to capitalize on opportunities will be dependent upon its local policies, regulations and business climate. The long range goals of Multnomah County's economic development program are:

1. Provision of present and future employment opportunities to meet the needs of citizens in Multnomah County;
2. Encouragement of economic development activities which are compatible with the constraints and potentials of the Portland-Vancouver Metropolitan Region;
3. Maintenance and encouragement of a stable and diversified economy;
4. Stimulation of industrial development, commercial expansion, natural resource viability products, and capital investment;
5. Facilitation of communication and coordination of economic activities between the public and private sectors;
6. Fostering of inter-jurisdictional economic development coordination and resource utilization;
7. Implementation of an economic development plan which is responsive to business, industry,

community, and household needs.

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Policy 5

The County's policy is to:

- a. Maintain the economic development advisory commission and implement a County economic development program consistent with federal, state and local land use policies and programs and responsive to private sector development needs.
- b. Encourage the retention and creation of employment opportunities and economic development projects designed to meet the needs of business, industry and the community for a skilled labor force.
- c. Direct economic development public expenditures and capital improvements projects into comprehensive framework and community plan designated commercial and industrial areas which support the timely, orderly and efficient growth and development of these centers.
- d. Determine economic program and project priorities through the use of an evaluation system with criteria and standards consistent with the comprehensive plan and overall economic development plan.
- e. Monitor implementation measures for consistency with economic development goals, plans, policies.
- f. Support economic development investments and land use actions which will:
 1. Maximize the use of developable commercially and industrially zoned sites, and
 2. Assure the timely and efficient provision of public services and facilities by public agencies in a coordinated manner or result in a substantial number of the following public benefits:

- a. Expansion of existing commercial and industrial firms.
- b. New commercial and industrial ventures which create permanent job opportunities and increase community employee-per-acre densities.
- c. Small firm and incubator industry growth.
- d. Off-site private capital investment.
- e. Opportunities for local purchasing of goods and services by industry, business, residents, and visitors.
- f. Private and/or public capital improvement investments.
- g. Entry-level jobs targeted to the economically disadvantaged and unemployed.
- h. Facilitate the processing of applications for land use actions, economic development revenue bonds, and other public programs by providing clear and complete instructions and information.
- i. Designate suitable lands to accommodate a range of types and scales of commercial and industrial land users, land suitability will be based on an evaluation of:
 1. The economic (Policy 5); locational ([Policies 24-31](#)); transportation ([Policies 33-36](#)); capital improvements ([Policy 32](#)); housing choice ([Policy 21](#)); community design ([Policy 19](#)); community identity ([Policy 18](#)); and development requirements ([Policy 40](#)) of the comprehensive framework plan and appropriate community plan and other applicable land use ordinances and regulations.
 2. The needs of specific types and sizes of users for public services and facilities, supplier and market proximity, labor force availability, community needs and amenity features.
 3. Help initiate and actively support community-based economic revitalization and development efforts which create employment opportunities, generate business investment capital, and improve the attractiveness and marketability of commercial and industrial areas.
 4. Use business incentive programs and County resources to encourage the retention and creation of full-time and part-time permanent employment opportunities which meet present and future job and household income needs of Multnomah County

residents.

5. Encourage and stimulate natural resource processing industries, marketing and pre-processing structures, and information distribution which will improve the economic viability of natural resource production within the County, the location of these enterprises must be carefully balanced with the protection of other natural resources when they occur outside the urban growth boundary.

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Strategies

1. The County should participate in the following efforts to meet the employment needs of residents and private sector firms:
 - a. Efforts by academic and vocational training institutes, manpower agencies and other public and private interests to meet labor force needs of business and industry;
 - b. Efforts to link joint and public sector investments to manpower program training and job placement efforts;
 - c. Efforts to make jobs more accessible to those seeking employment, ranging from supporting mass transit improvements to clustering employment opportunities;
 - d. Efforts to notify Multnomah County's U. S. Department of Labor Service Delivery Area Councils of planned public and private construction projects and economic development activities.
2. The EDAC with community group participation should develop and the County implement an evaluation system with criteria and standards for:
 - a. Prioritizing commercial and industrial employment centers, targeted in the Comprehensive Framework and Community Plans, for receiving economic development public and private resources. Among the centers to be considered for prioritizing are:

Columbia Industrial District, Cully/Parkrose Business and Industrial Districts, Mall 205/ Gateway Commercial District, Prunedale Industrial Area, Light Rail Transit Corridor Station Areas, Rockwood Commercial Center, Wilkes Industrial District, SE 122nd and Division, SE 122nd and Stark, SE 182nd and Division and SE 82nd Avenue in Errol Heights.

- b. Prioritizing the allocation of public capital improvement resources to economic development efforts in designated industrial and employment centers consistent with the Comprehensive Framework and Community Plans; and
 - c. Determining the appropriateness of criteria for approval of land use actions for furthering economic development activities consistent with the Comprehensive Framework and Community Plans.
3. The County (EDAC) with community group participation should monitor, evaluate, and annually make recommendations on:
- a. The adequacy of available developable commercial and industrial sites varying in size, locational features, levels of public services and facilities, and amenities to meet the needs of varying scales and types of business and industry;
 - b. Impacts of the County's land use controls, regulations and permit procedures upon types and scales of existing and siting commercial and industrial firms;
 - c. The need to convert lands from urban future to urban present;
 - d. Costs and benefits of economic development program actions.
4. The County should support new and existing public and private enterprises which:
- a. Support State, regional and local efforts to generate venture risk capital for community economic development activities and business retention and development;
 - b. Establish statewide and local development corporations;
 - c. Generate and retain employment;
 - d. Leverage private capital investment.
5. The County should facilitate the location of farmers' markets and other cooperatives in the County to provide alternative food sources for County residents.

6. The County should work cooperatively with other agencies to forward:
 - a. Coordination of public/private capital improvement expenditures that maximize the availability of developable commercial and industrial sites;
 - b. Coordination of the County's capital improvements program with others who provide services;
 - c. Coordination of improvements for the public and private elements of the transportation system;
 - d. Coordination with public and private utility companies to ensure energy services are available to areas programmed for development and redevelopment;
 - e. Coordination of the use of business incentive and marketing programs which retain and create entry level job opportunities to lower income and unemployed County residents;
 - f. Maintenance of an economic development program with provisions for full participation by the private sector, residents and community based organizations.
 - g. Legislative and administrative efforts that provide for needed public facilities and services in Multnomah County.
7. The County should consider changes in the Comprehensive Plan, Community Plans, and ordinances which:
 - a. Increase building-to-lot ratios and employee-per-acre densities;
 - b. Attract and retain jobs for Multnomah County residents through land use regulations, economic incentive programs and capita improvement programs.
8. The County should reduce unnecessary regulation which would limit direct links between producers and consumers of natural resource products.
9. The County should assist marketing and promotion efforts in Oregon, the Portland-Vancouver metropolitan area, and Multnomah County, directed at improving Oregon's business image and climate, including:
 - a. Participation in State business incentives programs and programs of the State Executive office and agencies that encourage business and job development in the State;

- b. Active involvement in federal, State and local ongoing legislative efforts that promote economic development activities;
- c. Efforts by County firms and residents to identify needs and investigate alternative implementation funding.

10. The County should provide assistance and public information:

- a. On industrial and commercial sites, land use controls and ordinances, economic base, public services and facilities, economic trends, and business incentive programs and other relevant information about Multnomah County;
- b. To the public on land use action procedures, regulations and implementation ordinances, and will provide other assistance and instructions necessary to facilitate the land use action and the design review process;
- c. To assist public and private agencies engaged in marketing Oregon, Portland-Vancouver SMSA, and Multnomah County to business investors and firms.

11. The County should be responsible for the maintenance and annual update of the Oregon Land Conservation and Development Commission [Goal 9](#) data base requirements, including:

- a. Commercial and industrial land use and economic activity patterns;
- b. Economic development opportunities and constraints in Multnomah County;
- c. Labor force profile and other relevant household demographics;
- d. The growth of economic activities; and
- e. Land absorption and building permit activities and trends.

12. The County should make information available to forest land owners which would enhance reforestation and better woodland utilization.

13. The EDAC will be responsible for making recommendations to the Board of County Commissioners regarding feasible public actions which can be undertaken by the County to alleviate economic constraints to development and to respond to the current economic crisis.

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**FP Urban/Rural
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GROWTH MANAGEMENT

**Growth Management
 Introduction**

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 environmental and resource base and economic base; 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.

**Policy 6:
 Urban Land Area**

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

**Policy 7:
 Rural Center Land Area**

**Policy 8:
 Rural Residential Land
 Area**

**Policy 9:
 Agricultural Land Area**

**Policy 10:
 Multiple Use Agricultural
 Area**

**Policy 11:
 Commercial Forest Land
 Area**

**Policy 12:
 Multiple Use Forest Area**

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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 recognize 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 and 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 but where small commercial and hobby farming can take place on parcels of 20 acres or less.

Commercial forest: lands with predominantly Douglas Fir cubic foot 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: land with predominantly Douglas Fir cubic foot 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 but where physical limitations exist for more intensive development.

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[Policy 6:
Urban Land Area](#)

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.

[Policy 7:
Rural Center Land Area](#)

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.

[Policy 8:
Rural Residential Land
Area](#)

[Policy 9:
Agricultural Land Area](#)

[Policy 10:
Multiple Use Agricultural
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[Policy 11:
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Policy 6

The County's policy is to establish and maintain an urban growth boundary in accord with the following:

- A. The [powers of Metro](#) under ORS 197.190 to establish and change the UGB.
- B. The procedures adopted by Metro for minor UGB amendments.
- C. The requirements of statewide goal 14 on major UGB amendments and in addition, the following criteria:
 1. When land is needed for a special and unique need not otherwise met in the existing UGB, such land may be added when documentation of need is sufficient. When amendments are approved for unique needs, the approvals must be tied to the particular use.
 2. Logical natural boundaries such as rivers, water bodies, steep sloped canyons, etc., Should be utilized when they exist instead of property lines.
 3. The general need for more housing, unless it can be shown to be unique, cannot, of itself, be used to justify UGB amendments,
 4. Islands of rural land inside the UGB are to be discouraged.
 5. It is further the County's policy to maintain an inventory of vacant land for residential, commercial and industrial use to ensure that sufficient land exists within the UGB to meet documented needs.

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Strategies

- A. As a part of the continuing planning program, the County should:

1. Implement and conduct periodic reviews of the various community plans for Errol Heights, Cully, Parkrose, Hazelwood, Powellhurst, Wilkes, Rockwood, Centennial, and Hayden Island. These periodic reviews should be based upon:
 - a. An examination of the community plan and a determination of whether it is working properly or not, given the applicable LCDC Goals/Rules, the Framework Plan policies, and an assessment of local needs.
 - b. A determination of how the situation has changed since the plan adoption or last update to include such aspects as:
 1. Physical environmental factors related to population, housing, air, water and noise pollution, facilities and service levels, and economic factors.
 2. The coordinative framework requirements within which the jurisdiction is located, requiring different policy directions.
 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;
 - b. The rate of consumption of various urban land types;
 - c. Changes in needs for particular land use types; and
 - d. Land value changes.
 4. Follow the process for amending the growth boundary established by the Metropolitan Service District.
- B. The following strategies should be addressed as part of the Community Development Title:
1. The Zoning Chapter: should include a broad range of residential, commercial, industrial zones, and community facilities provisions related to design, special planned areas, planned unit and planned

developments, and site development standards.

2. The County Streets and Roads Standards Chapter: 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.
3. The Capital Improvements Program: should provide for the preparation and maintenance of a capital improvements program.
4. The Land Division Chapter: should set standards and processes to divert and assist the dividing of land within Plan policies and in accord with ORS Chapter 92.

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.

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The purpose of the Rural Center Land Area Classification is to provide for rural service centers located outside the [Urban Growth Boundary](#) which contain limited commercial, community service, industrial and residential uses. Public sewer service is not available, and other support services are usually limited. The intensities and types of uses located within these centers must be appropriate to the character of the rural area.

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The intent of the Rural Center Classification is to provide rural services for the residents and businesses located in the rural 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 by information about the individual centers in the adopted Rural Centers Study.

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The County's policy is to establish and maintain rural centers which are intended primarily for commercial and community services needed by the residents of the rural areas of the County, and to provide some tourist services. Rural centers are or may be established on the basis of existing center development, on local area needs, on an evaluation of probable impacts on adjacent natural resource areas, on

the demand for land to serve the primary purposes in a compact pattern, and on the capacity and condition of existing support services.

Expansion of a [Rural Center \(RC\)](#) to adjacent land shall be based upon findings that:

- A. Land zoned [EFU](#) will not be included unless that is the only land physically available;
- B. Insufficient vacant available land exists within the center;
- C. The expansion will not significantly impact adjacent natural resource or rural residential areas or that such impacts can be mitigated;
- D. The expansion will be adjacent to existing RC boundaries; and
- E. The expansion is not for the primary purpose of residential development.

The County shall encourage the location of suitable uses within a rural center by:

- 1. Measuring the need for a use based upon the primary intent of the center.
- 2. Determining that sufficient land exists within a center to accommodate the needed uses and maintaining a measurement of absorption rate of vacant lands,
- 3. Establishing development standards commensurate with the rural nature of the area,
- 4. Ensuring that adjacent natural resource areas are minimally impacted.

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Strategies

- A. As a part of the continuing planning program, the County should:

1. Continue to update the Rural Centers Study on not less than a five-year schedule to include re-examination of center boundaries based upon past development activity;
2. Establish a process for monitoring:
 - a. The amount and type of land available for development;
 - b. The land absorbed by development.

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

1. The Zoning Code - should include the following provisions:
 - a. Rural low density residential and farm and forest uses as primary uses;
 - b. Limited commercial and industrial uses on appropriate lot sizes, mixed uses, home occupations, cottage industries, natural resource and extractive industries, and community facilities as conditional uses or uses under prescribed conditions;
 - c. Lots of record;
 - d. What standards should apply when altering existing conditional uses; and
 - e. Standards for parking, landscaping and setbacks which are rural in nature and which are consistent with the character of Rural Centers. These standards shall be different from urban area standards.
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 groundwater 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 County Street and Road Code - should include criteria related to street widths, construction standards, and required improvements appropriate to the function of the road and a semi-rural environment.
4. The Capital Improvements Program - 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](#), [OAR's](#) and in this Plan.

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The purpose of the Rural Residential Land Area classification is to provide for rural residential development in certain parts of the County where the use is already well established and where future development will not cause the loss of either rural character or natural resource lands. The intensity of the land use pattern is to be based on the capacity of the resource base to accept such uses, the existing level of services, and the goals of retaining rural character and natural resource uses.

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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 existing land use pattern of development, small parcel sizes, non-aggregated ownership, and largely non-commercial resource uses. Small scale agriculture and forestry operations may occur and are, in fact, considered to be an integral part of the rural residential environment. Such uses as wholesale and retail sales for agricultural products grown on the premises, limited forest product processing, cottage industries, limited rural service commercial and tourist commercial may be developed as conditional uses in accord with established criteria.

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Policy 8

It is the County's policy to designate certain limited areas for rural residential development, such areas are established based upon the following:

- A. Significant parcelization where an average of five (5) acres or less has already occurred, the majority of which are separately owned and developed;
- B. The area is not a cohesive commercial farm or forest resource area;
- C. The designated area is compatible with any adjacent farm or forest uses and would not cause any substantial conflict with these natural resource uses;
- D. The land resource is predominantly forest or forest-agricultural in nature (discounting the residences), rather than agricultural in character;
- E. There are no physical development limitations which would cause the areas to be hazardous for development; and
- F. Limited, but adequate services must be available for these areas, including those provided on-site (water and subsurface sewage disposal) as well as off-site (school, fire, police).

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Strategies

- A. The following strategies should be addressed in the preparation of the Community Development Ordinance:
 - 1. The Zoning Code - should include a revised [Rural Residential Zone](#) with:
 - a. A minimum lot size appropriate to retaining the rural character of the areas;
 - 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, extractive resource industries, wood processing operations, limited rural service uses, and tourist commercial uses;
- 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 limitations;
 4. Climatic conditions;
 5. Surface water sources, watershed areas, and groundwater 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.
- e. Siting standards for dwellings proposed to be located adjacent to commercial forest or agricultural use.
2. The County Street and Road Standards Code - 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 - 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](#), [OAR's](#) and in this Plan.

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Introduction

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 primary uses.

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Policy 9

The County's policy is to designate and maintain as exclusive agricultural land areas which are:

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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;

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C. In predominantly commercial agriculture use; and

D. Not impacted by urban service; or

E. Other areas, predominantly surrounded by commercial agriculture lands, which are necessary to permit farm practices to be undertaken on these adjacent lands.

The County's policy is to restrict the use of these lands to exclusive agriculture and other uses, consistent with state law, recognizing that the intent is to preserve the best agricultural lands from inappropriate and incompatible development.

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Strategies

A. A. The following strategies should be addressed as a part of the Community Development Ordinance:

1. The Zoning Code shall include an [Exclusive Farm Use Zone](#), consistent with ORS 215.283*, and with:
 - a. A base minimum lot size appropriate to commercial agriculture for the particular crops and geographic area of the County;
 - b. Provisions for allowing farm uses as primary uses, not conditional uses.
 - c. Provision for non-farm uses as conditional uses prescribed by ORS 215.283*;
 - d. Provisions for retail sales of farm products;
 - e. Provisions which allow for the reconstruction of structures destroyed by fire or other circumstances;
 - f. Provisions for the aggregation of contiguous substandard lots under single ownership;
 - g. Mortgage lot provisions;

- h. Homestead lot provisions;
 - i. Approval criteria and siting standards for non-farm dwellings, designed to assure conservation of the natural resource base and protection from hazards.
 - 2. The County Street and Road Standards Code 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 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](#), [OAR's](#) and in this Plan.

**[This ORS reference was to 215.213 before 1983. At that time Ch 826 Or Laws 1983 (SB 237) moved provisions regarding "uses permitted in exclusive farm use zones" from 215.213 to 215.283 for "nonmarginal lands counties" (which includes Multnomah County)]*

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POLICY 10: MULTIPLE USE AGRICULTURAL LAND AREA

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Introduction

The purpose of the Multiple Use Agriculture Land Area Classification is to conserve those lands agricultural in character which have been heavily impacted by non-farm uses and are not predominantly Agricultural Land as defined in [Statewide Planning Goal 3](#). This conservation is necessary to protect adjacent exclusive farm use areas and in some cases, the fragile nature of the lands themselves. These lands are conserved for diversified agricultural uses and other uses such as outdoor recreation, open space, residential development, and forestry when these uses are shown to be compatible with the natural resource base, character of the area, and other applicable plan policies.

The intent of this classification is to recognize the diminished nature of these areas for commercial resource production, but to limit the adverse impacts of future development of them on nearby agricultural areas and on other lands of a more fragile nature (e.g., areas subject to flooding, but used for agricultural related uses).

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Policy 10

The County's policy is to designate and maintain as multiple use agriculture, land areas which are:

- A. Generally agricultural in nature, with soils, slope and other physical factors indicative of past or present small scale farm use;
- B. Parcelized to a degree where the average lot size, separate ownerships, and non-farm uses are not conducive to commercial agricultural use;
- C. Provided with a higher level of services than a commercial agricultural area has: or,
- D. In agricultural or micro-climates which reduce the growing season or affect plant growth in a detrimental manner (flooding, frost etc.).

The County's policy, in recognition of the necessity to protect adjacent exclusive farm use area's, is to restrict multiple use agricultural uses to those compatible with exclusive farm use areas.

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Strategies

- A. The following strategies should be addressed as part of the Community Development Ordinance:
 - 1. The Zoning Code should include a Multiple Use Farm Zone with:
 - a. A base minimum lot size; consistent with the character of the areas and the adjacent exclusive farm uses.
 - 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, planned developments, cottage industries, limited rural service commercial, and tourist commercial may be allowed as conditional uses; 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. 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.

d. Lots of Record Provisions.

e. Mortgage Lot Provisions.

- f. Siting standards for dwellings proposed to be located adjacent to commercial agricultural or forestry use.
2. The-County Streets and Road Standards Code should include criteria related to street width, road construction standards and required improvements appropriate to the function of the road and rural living environment.
 3. The Capital Improvements Program 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 conditional 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](#), [OAR's](#) and in this Plan.
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POLICY 11: COMMERCIAL FOREST LAND AREA

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Introduction

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

The intent of the Commercial Forest Land Area Classification is to allocate lands which are suitable for commercial forest management including adjacent or nearby lands which are necessary to permit forest operations or practices and other forested lands that maintain soil, air, water, and fish and wildlife resources, and to provide for recreational opportunities and agriculture.

Forest operations, practices and auxiliary uses shall be allowed on forest lands subject only to such regulation of uses as are found in ORS 527.722. Uses which may be allowed subject to standards set forth in [Statewide Planning Goal 4](#) and [Oregon Administrative Rule 660, Division 6](#) are: (1) uses related to and in support of forest operations; (2) uses to conserve soil, water, and air quality, and to provide for fish and wildlife resources, agriculture and recreational opportunities appropriate in a forest environment; (3) locationally dependent uses; (4) large acreage dwellings authorized by [OAR 660-06-027](#) (1) (c) (December, 1995); and (5) template dwellings authorized by [OAR 660-06-027](#) (1) (d) (December, 1995). It is the policy of Multnomah County to allow only the two types of dwellings in (4) and (5) above from the listings of authorized types

of dwellings in Oregon Revised Statutes and Oregon Administrative Rules. Further, the implementing Zoning Code criteria of approval of those two types of dwellings may be more restrictive than the permitted standards in Statute and Rule.

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Policy 11

The County's policy is to designate and maintain as commercial forest land, areas which are:

- A. Predominantly in forest cubic foot site class i, ii, and iii, for Douglas Fir as classified by the U.S. Soil Conservation Service;
- B. Suitable for commercial forest use and small woodlot management;
- C. Potential reforestation areas, but not at the present used for commercial forestry;
- 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. Wildlife and fishery habitat areas, potential recreation areas or of scenic significance.

The County's policy is to allow forest management with related and compatible uses, but to restrict incompatible uses from the commercial forest land area, recognizing that the intent is to preserve the best forest lands from inappropriate and incompatible development.

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Strategies

- A. The following strategies shall be addressed as part of the implementing Codes, Ordinances and Programs, including the Zoning ([MCC 11.15](#)), Land Division ([MCC 11.45](#)) and Street Standards Codes. The strategies are designed to make land divisions and allowed uses compatible with forest operations and agriculture consistent with [Statewide Planning Goal 4](#) and [Oregon Administrative Rule \(OAR\) 660, Division 6](#):
1. The Zoning Code should include a [Commercial Forest Zone](#) with:
 - a. A base minimum lot size of no less than 80 acres appropriate to commercial forestry, with aggregation of lots in single ownership required in conformance with OAR standards;
 - b. Forest and farm uses as primary uses;
 - c. Large acreage dwellings authorized by [OAR 660-06-027\(1\)\(c\)](#) (December, 1995) and template dwellings authorized by [OAR 660-06-027\(1\)\(d\)](#) (December, 1995) as conditional uses with criteria of approval that may be more restrictive than allowed by Statute or Rule, (fewer dwellings may meet the criteria of approval). Such dwellings are to be allowed under approval criteria and siting standards designed to assure conservation of the natural resource base, protection from hazards, and protection of big game winter habitat;
 - d. Compatible community service uses allowed by [OAR 660, Division 6](#), mineral and aggregate extraction, and support services for forestry activities as conditional uses;
 - e. Lots of Record provisions; and
 - f. Mortgage lot provisions.
 2. The County Street and Road Standards Code 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 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. The conversion of land to another broad land use classification should be in accord with the standards set forth by the [LCDC Goals](#), [OAR's](#) and in this Plan.

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Pursuant to the requirements of the 1990 amended Oregon Administrative [Rule 660, Division 6](#), Forest Lands, the Multiple Use Forest plan designation and zoning district shall apply only to the following two areas in Multnomah County:

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Rural Residential Land
Area](#)

1. All Multiple Use Forest lands within the Columbia River Gorge National Scenic Area until such time that the County enacts plan revisions and zone changes in compliance with the [Management Plan for the Columbia River Gorge National Scenic Area](#), adopted by the Columbia River Gorge Commission on October 15, 1991; and

[Policy 9:
Agricultural Land Area](#)

2. All Multiple Use Forest designated lands within the Urban Growth Boundary until such time as plan revisions and/or zone changes take place in conformance with the applicable urban services policies (OAR 660-06-020 states that [Goal 4](#) does not apply within urban growth boundaries).

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Introduction

The purpose of the Multiple Use Forest Area Classification is to conserve those lands suited to the production of wood fiber by virtue of their physical properties and the lack of intensive development; however, in areas where the lands are suitable and the use does no impact existing forestry or agricultural uses, other uses will be allowed.

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

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Policy 12

The County's policy is to designate and maintain as multiple use forest, land areas which are:

- A. Predominantly in forest site class i, ii, 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. Provide with rural services sufficient to support the allowed uses, and are not impacted by urban-level 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 commercial forestry; or
 - 3. Wildlife and fishery habitat areas, potential recreation areas, or of scenic significance.

The County's policy is to allow forest uses along with non-forest uses; such as agriculture, service uses, and cottage industries; provided that such uses are

compatible with adjacent forest lands.

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Strategies

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

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

a. The minimum lot sizes for sub-areas of the district based on: the adjacent aggregated acreage tract size existing in each general sub-area, the forest use, and the productivity of the land. Small parcels in single ownership shall be aggregated.

b. The following examples of uses:

1. Forestry practices, farm uses, resource conservation, and limited wood processing. Resource-related dwellings under prescribed conditions and non-resource-related dwellings under conditional uses. Such dwellings are to be allowed as approval criteria and siting standards designed to assure conservation of the natural resource base, protection from hazards, and protection of big game winter habitat.

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

3. Commercial processing of agricultural or forestry products, cottage industries, limited rural service commercial, tourist facilities, recreational uses, and community facilities may be allowed as conditional uses.

4. Mineral and aggregate extraction should be handled as a conditional use.

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 groundwater 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. Mortgage Lot Provisions.

e. Lots of Record Provisions.

f. Homestead Lot Provisions.

2. The County Street and Road Standard Code should include criteria related to street widths, road construction standards, and required improvements appropriate to the function of the road and rural living environment.

3. The Capital Improvements Program 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. The conversion of land to another broad land use classification should be in accord with the standards set forth by the [LCDC Goals](#), [OAR's](#) and in this Plan.

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Policy 14:
Development Limitations

Introduction

In recent years, citizens have come to recognize the value of clean air and water and a quiet environment. Natural resources are not limitless, and the quality of human life is dependent on the quality of the natural environment. Awareness and concern for the natural ecology has led to legislation and government involvement in balancing the human and natural environments.

Policy 15:
Willamette River Greenway

Policy 16:
Natural Resources

- 16-A Open Space
- 16-B Mineral and Aggregate Resources
- 16-C Energy Sources
- 16-D Fish and Wildlife Habitat
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- 16-F Scenic Views and Sites
- 16-G Water Resources and Wetlands

Government, business and private citizens are all responsible for maintaining a livable environment and for improving air and water quality and noise levels where pollution and deterioration exist. Federal, state and local laws and agencies have worked in the public interest to halt environmental deterioration. Continued vigilance is necessary to ensure that natural systems and resources are not threatened or unduly burdened by urban and rural development, and to maintain and balance high quality human and natural environments.

It is desirable to blend the human environment and the natural setting together in a way that reduces adverse effects. This section examines air and water and noise levels in unincorporated Multnomah County. Environmental quality standards have been established for each resource, with regulatory responsibilities assigned to a primary agency at the Federal and State levels. Multnomah County enforces environmental protection through zoning and development processes and police powers. However, pollution of the natural environment often exceeds local governmental boundaries and authority, requiring regional and cooperative efforts.

The federal government has previously taken the lead role in requiring regional solutions to environmental problems. Greater State and local initiative may be necessary in the future to mitigate air and water and noise pollution. Urban and

- [16-H Wilderness Areas](#)
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rural areas of unincorporated Multnomah County and its six cities must work together within the regional context. Their mutual objective should be: to minimize pollution and maintain established environmental quality standards; to resolve grievances whenever air, water and noise problems occur, and to ensure a healthful human environment in balance with a high quality natural environment. These achievements can occur to a great extent through the conscientious efforts of local business and industry and private citizens, and through government regulation, where necessary.

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Policy 13

[Amended 1999, Ord. 933 § III]

Multnomah County, recognizing that the health, safety, welfare, and quality of life of its citizens may be adversely affected by air, water and noise pollution, supports efforts to improve air and water quality and to reduce noise levels. Therefore, if a land use proposal is a noise sensitive use and is located in a noise impacted area, or if the proposed use is a noise generator, the following shall be incorporated into the site plan:

1. Building placement on the site in an area having minimal noise level disruptions.
2. Insulation or other construction techniques to lower interior noise levels in noise-impacted areas.

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Strategies

1. As part of the ongoing planning programs the County should:
 - A. Maintain staff capability to advise the legislative body and its

representatives on Federal and State air, water and noise quality standards and programs, and to report pollution impacts on these resources.

- B. Cooperate in the development and implementation of regional efforts to maintain and improve air, water and noise quality.
 - C. Inventory existing and potential air, water, and noise impacts at the local level as part of the community planning process.
 - D. Facilitate the establishment of expanded sewer infrastructure and wastewater treatment in urban unincorporated East Multnomah County, with priority given to areas where existing in-ground systems are failing, and where industrial, commercial, and intensive residential development is constrained by lack of sewers.
 - E. Evaluate the effectiveness of the 1982 Sound Control Ordinance in resolving noise problems.
 - F. Work with local jurisdictions, affected communities and Port of Portland staff to adopt a noise impact overlay zone. Such a zone should be applied to all areas within the 65 Land noise contour once the noise abatement plan has been implemented.
 - G. As part of the Erosion and Sediment Control Ordinance, include development standards relating to erosion protection and local drainage capacity.
 - H. Cluster, buffer or isolate land uses which cause negative impacts on air and water resources, or are noise generators.
2. Air, water and noise quality enforcement should be provided by the appropriate Federal and State agencies.

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POLICY 14: DEVELOPMENT LIMITATIONS

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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 ensure 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.

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Policy 14

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.

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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 continue to:
 - 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 Title:
 - 1. The Zoning Code should include:
 - a. [Standards for development within the 100 year flood plain](#), recognizing the standards and criteria established by the Federal Emergency Management Agency. 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 any special studies prepared by the County.
 - b. Approved criteria for conditional uses which address the need to avoid or mitigate hazardous conditions.
 - c. Provisions which allow the density which would have been permitted in hazardous 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.
 - 2. County development standards should include provisions for:
 - a. Geologic impact analysis utilizing the County's geologic and slope hazard study;
 - b. Sediment and erosion control;

- c. Drainage; and
 - d. Retention of vegetation and significant natural or habitat areas where these will mitigate natural hazards.
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Introduction

The Willamette River Greenway is a cooperative management effort between the state and local jurisdictions for the development and maintenance of a natural, scenic, historical, and recreational "greenway" along the Willamette River. The General Plan has been formulated by the Oregon Department of Transportation, pursuant to [ORS 390.318](#). The Land Conservation and Development Commission has determined that a statewide planning goal ([Goal 15](#)) is necessary not only to implement the legislative directive, but to provide the parameters within which the Department of Transportation Greenway Plan may be carried out. Within those parameters local governments can implement Greenway portions of their Comprehensive Plans.

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Policy 15

The County's policy is to protect, conserve, enhance, and maintain the natural, scenic, historical, agricultural, economic, and recreational qualities of lands along the Willamette River.

Further, it is the County's policy to protect identified Willamette River greenway areas by requiring special procedures for the review of certain types of development allowed in the base zone that will ensure the minimum impact on

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the values identified within the various areas. The procedures shall be designed to mitigate any lost values to the greatest extent possible.

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Strategies

- A. The Willamette River Greenway should be based on the boundaries as developed by the state Department of Transportation. For the County, those areas are generally depicted on the map entitled Willamette River Greenway.
- B. The following strategies should be addressed in the preparations of the Community Development Title:
 - C. The Zoning Code should include:
 - a. An overlay zone entitled "Willamette River Greenway" which will establish an administrative review procedure to implement the requirements of the State of Oregon, Greenway Goal. The overlay zone should contain provisions related to:
 1. setback lines for non-water dependent uses;
 2. a design plan;
 3. the review procedures;
 4. specific findings required.
 - b. Those wetlands and water areas listed on [Policy 16, Natural Resources](#), that are located within the Willamette River Greenway should receive a development review procedure comparable to the review procedure established for the Significant Environmental Concern zone.
 - D. Other policies of this Framework Plan are applicable to the Greenway as follows:

1. Agricultural lands: [Policies 9 - Agriculture](#), and [10 - Multiple Use Agriculture](#).
2. Recreation: [Policy 39 - Open Space and Recreation](#).
3. Access: [Policy 40 - Development Requirements](#).
4. Fish and Wildlife: [Policy 16 - Natural Resources](#).
5. Scenic Qualities and Views: [Policy 16 - Natural Resources](#).
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7. Vegetation Fringe: [Policy 16 - Natural Resources](#).
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POLICY 16: NATURAL RESOURCES

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Introduction

The purpose of the Natural Resources policy is to implement [Statewide Planning Goal 5: "Open Spaces, Scenic and Historic Areas, and Natural Resources"](#). These resources are necessary to ensure the health and well-being of the population, and include such diverse components as mineral and aggregate reserves, significant wetlands, historic sites, and scenic waterways. The individual components, as set forth by state law ([OAR 660-16](#)), are addressed below as subpolicies 16-A through 16-L. Natural resources within the Columbia River Gorge National Scenic Area are not subject to statewide Goal 5 and are addressed through [Policy 41](#).

An overlay classification, "Significant Environmental Concern" will be applied to certain areas identified as having one or more of these resource values.

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Policy 16

The County's policy is to protect natural resources, conserve open space, and to protect scenic and historic areas and sites. These resources are addressed within sub-policies 16-a through 16-l.

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Strategies

- A. The County will maintain an inventory of the location, quality, and quantity of each of these resources. Sites with minimal information will be designated "1B", but when sufficient information is available, the County will conduct the necessary ESEE analysis.
- B. Certain areas identified as having one or more significant resource values will be protected by the designation [Significant Environmental Concern \(SEC\)](#). This overlay zone will require special procedures for the review of certain types of development allowed in the base zones.

This review process will ensure the minimum impact on the values identified within the various areas, and shall be designed to mitigate any lost values to the greatest extent possible.

- C. The following areas shall be designated as "Areas of Significant Environmental Concern" based on "Economic, Social, Environmental, and Energy" (ESEE) evaluations and designations of: "2A", "3A", or "3C" under [Statewide Goal 5](#). Resource protection shall be provided by either the SEC or WRG overlay provisions in the Multnomah County Zoning Code (MCC 11.15) applied on:
1. Resource sites designated "2A", "3A", or "3C" in the Multnomah County Goal 5 Inventory and identified for SEC or WRG protections in SUB-POLICIES 16-A through 16-L,
 2. Hayden Island west of the Burlington Northern Railroad tracks,
 3. Blue Lake, Fairview Lake (Ord. 234), and Columbia River shore area and islands,
 4. Johnson Creek,
 5. Other areas as may be determined under established Goal 5 procedures to be suitable for this "area" designation.

- a. The County shall complete ESEE evaluations by June 30, 1994 for Significant Water Resources & Wetlands potentially affected by the Angel Brothers and Howard Canyon Mineral and Aggregate Resource sites; and,
- b. The County will conduct ESEE evaluations and determine appropriate protections for Significant ('1C') sites as part of the Rural Area Planning Program, to include 1B designated sites subsequently determined to be Significant ['1C']; and
- c. The County shall complete all outstanding ESEE evaluations by January, 1998 for Significant Water Resources & Wetlands.

D. Those wetlands and water areas listed in C. above that are located within the Willamette River Greenway ([Policy 15](#)) will be protected by development review procedures within the WRG overlay zone instead of the SEC zone.

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Policy 16-A: Open Space

It is the County's policy to conserve open space resources and protect open spaces from incompatible and conflicting land uses.

Strategies

1. Designate agricultural and forest lands with large lot zones to conserve the open character of such areas.
2. Apply SEC, WRG, FW and FF overlays along rivers and other water features, as appropriate, to restrict and control the character of development in these areas to enhance open spaces.
3. Review uses conditionally allowed in farm or forest zones to insure that open space resources are conserved and enhanced.

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POLICY 16-B: Mineral And Aggregate Resources

It is the County's policy to protect and ensure appropriate use of mineral and aggregate resources of the County, and minimize conflict between surface mining activities and surrounding land uses.

Strategies

- A. The County shall protect significant gravel and mineral resources consistent with [Statewide Planning Goal 5](#) and [Oregon Administrative Rules Chapter 660, Division 16](#).
- B. As a part of the ongoing planning program the County will maintain an inventory of mineral and aggregate resource sites within the County. The comprehensive plan inventory is to include four classifications of sites:
 1. "Potential sites" are sites for which information about the location, quality, and quantity of a resource site is not adequate to allow a determination of significance (Goal 5 Process Flow Chart designation of "1B");
 2. "Not significant sites" are sites for which information about the location, quality, and quantity of a resource site shows that the site is not a significant resource (Goal 5 Process Flow Chart designation of "1A");
 3. "Protected sites" are significant resource sites which are identified through the Goal 5 process as resources that the County will protect from conflicting uses (Goal 5 Process Flow Chart designations "2A," "3A," and "3C"); and
 4. "Not protected sites" are significant resource sites for which the decision of the ESEE analysis is to not protect the resource from

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conflicting uses (Goal 5 Process Flow Chart designation of "3B").

- C. A resource site may include all or portions of a parcel, and may include contiguous parcels in different ownerships.
- D. For sites on the "potential sites" inventory, the County shall review available information about aggregate and mineral resources, and if the information on location, quantity, and quality is adequate, determine if the site is significant. Initiation of this process shall occur either:
1. As part of the next scheduled periodic review; or
 2. When a record owner or the authorized agent of the record owner submits information concerning the significance of a resource site and applies for a comprehensive plan amendment.
- E. The County will judge the significance of mineral and aggregate resources on a case by case basis, under the standards and procedures in LCDC's Goal 5 interpretive rules.
- F. For each site determined to be significant, the County shall complete the remainder of the Goal 5 process of identifying conflicting uses, analyzing the Economic, Social, Environmental, and Energy (ESEE) consequences of the conflicting use(s), and designating a level of protection from conflicting uses. If the final decision concerning the site is to preserve fully or partially protect the resource from conflicting uses, the County shall zone the site and the designated ESEE impact area with the [Protected Aggregate and Mineral Resources Overlay Zoning Subdistrict \(PAM\)](#).
- G. Mining and the associated processing of aggregate and mineral materials, in excess of the limited exemptions in Subsection H below, may only be allowed at sites included on the "protected sites" inventory. Approval of a mining operation at a "protected site" shall be reviewed as a conditional use. The general conditional use provisions regarding time limits, conditions, restrictions, and approval criteria, ([MCC .7110\(C\)](#)), [.7110 \(E\)](#), [.7115](#), [.7120](#), [.7122](#), and [.7125](#), October, 1994), shall not apply.
- H. Exemptions
1. The following activities are exempt from the approval requirements and development standards of this policy:
 - a. Mining auxiliary to forest practices.
 - b. Lawful mining operating under a DOGAMI "Grant of Total

Exemption" on (the effective date of the Ordinance) on property owned or controlled by the operator.

Abandonment, restoration, or alteration of this use shall be in compliance with the non-conforming use provisions of [MCC .8805](#) and [.8810](#).

2. Mining less than 1,000 cubic yards of material in conjunction with mining an area of less than one acre is exempt from the approval requirements and development standards of this policy. However, the mining activity shall require approval of a Hillside and Erosion Control permit and any other permits as may be required in any overlay subdistrict.
 3. Mining a quantity and area in excess of 2 above, but less than 5,000 cubic yards of material or disturbing less than one acre of land within a period of 12 consecutive months until mining affects five or more acres is exempt from the approval requirements and development standards of this policy which require review by and issuance of an operating permit from [DOGAMI](#). However, mining at this level of activity shall:
 - a. Be on a "protected site" as determined by, and subject to restrictions warranted by, the Goal 5 process;
 - b. Be approved as a mining conditional use; and
 - c. Obtain approval of a Hillside and Erosion Control Permit in conjunction with the mining conditional use approval. The Hillside and Erosion Control permit shall be required in place of all references in the plan and code to obtaining a DOGAMI operating permit in recognition that this level of mining activity is exempted by DOGAMI rules for such a permit.
- I. To approve surface mining at a site zoned [Exclusive Farm Use \(EFU\)](#) the County shall find, as part of the conditional use approval criteria, that the proposed activity:
1. Will not force a significant change in accepted farm or forest practices on surrounding lands devoted to farm or forest use; and
 2. Will not significantly increase the cost of accepted farm or forest practices on lands devoted to farm or forest use.
- J. To approve surface mining at a site zoned [Commercial Forest Use \(CFU\)](#),

the County shall find, as part of the conditional use approval criteria, that:

1. The proposed mining will not force a significant change in, or significantly increase the cost of, accepted farming or forest practices on agriculture or forest lands;
 2. The proposed mining will not significantly increase fire hazard or significantly increase fire suppression costs or significantly increase risks to fire suppression personnel; and
 3. A written statement recognizing the rights of adjacent and nearby property owners to conduct accepted forest practices has been recorded with the property deed in accordance with OAR 660-06-025 (1994).
- K. The County shall not independently apply the Protected Aggregate and Mineral Resources Overlay Subdistrict (PAM) to land within another County, or within a city or its urban growth boundary. The County shall encourage protection of significant sites through cooperative agreements with another County or a city where the resource or its impact area extends across jurisdictional boundaries.
- L. The County shall require increased setbacks, insulation, screening, or similar measures as conditions of approval for any new conflicting use within an impact area surrounding an aggregate or mineral resource site when such measures are necessary to resolve conflicts identified in a site-specific Goal 5 analysis.
- M. The County shall impose conditions on surface mining when necessary to lessen conflicts identified as part of a site-specific Goal 5 analysis. Where such conditions conflict with criteria and standards in the Protected Aggregate and Mineral Resources Overlay, the conditions developed through the Goal 5 process shall control.
- N. Based upon the Goal 5 ESEE analysis and the existing base zoning district, the County shall determine the appropriate post-mining use of the site.
- O. The County recognizes the jurisdiction of the [Department of Geology and Mineral Industries](#) (DOGAMI) over mined land reclamation pursuant to [ORS 517.750](#) to 517.900 (1994) and the rules adopted thereunder.
- P. Unless specifically determined on a case by case basis, it shall be the policy of the County, that DOGAMI delay its final decision on approval of a reclamation plan and issuance of an operating permit until the County

decides all comprehensive plan amendments and/or conditional use approvals. It is also the policy of Multnomah County to participate in and

- Q. cooperate with DOGAMI in their review of a permit application to that agency.
- R. No surface mining or processing activity, as defined by the zoning ordinance, shall begin without land use approval from the County, and approval of a reclamation plan and issuance of an operating permit by DOGAMI and Department of Environmental Quality.
- S. When the aggregate or mineral site has been reclaimed, the County may rezone land to remove the Protected Aggregate and Mineral Resources Overlay Subdistrict (PAM) without revising the ESEE Analysis for the site. Rezoning shall not relieve requirements on the part of the owner or operator to reclaim the site in accordance with ORS 517.750 through 517.900 and the rules adopted thereunder.

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POLICY 16-C: Energy Sources

It is the County's policy to protect sites required for generation of energy.

Strategies

- A. Maintain an inventory of energy sources within the County.
- B. Coordinate with appropriate regulatory or licensing authorities in the protection of sites required for energy generation.
- C. The Zoning Code should include provisions for energy generation facilities as a conditional use.

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POLICY 16-D: Fish And Wildlife Habitat

It is the County's policy to protect significant fish and wildlife habitat, and to specifically limit conflicting uses within natural ecosystems within the rural portions of the County and sensitive big game winter habitat areas.

Strategies

- A. Utilize information provided by the Oregon Department of Fish and Wildlife to identify significant habitat areas, and to delineate sensitive big game winter habitat areas. If necessary, supplement this information with additional professional analysis to identify additional significant habitat areas and natural ecosystems within rural portions of the County.
- B. Apply the SEC overlay zone to all significant habitat areas not already zoned Willamette River Greenway.
- C. Include provisions within the Zoning Ordinance to review development proposals which may affect natural ecosystems within the rural portions of the County and sensitive big game winter habitat areas.

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It is the County's policy to protect natural areas from incompatible development and to specifically limit those uses which would irreparably damage the natural area values of the site.

Strategies

- A. Utilize information from the Oregon Natural Heritage Program to maintain a current inventory of all ecologically and scientifically significant natural areas.
- B. Apply the SEC overlay zone to all areas not otherwise protected by Willamette River Greenway zoning or outright ownership by a public or private agency with a policy to preserve natural area values of the site.

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POLICY 16-F: Scenic Views And Sites

It is the County's policy to conserve scenic resources and protect their aesthetic appearance for the enjoyment of future generations.

Strategies

- A. Apply the SEC overlay zone to the Sandy River State Scenic Waterway and other significant scenic areas designated "2A", "3A", or "3C" under Statewide Goal 5 to assure the scenic resources of these areas are not diminished as new development occurs.
- B. Coordinate reviews of development proposals within SEC areas with other affected agencies (i.e., National Forest Service, State Parks and Recreation Division Rivers Program, etc.).
- C. Enforce large lot zoning regulations in resource areas to conserve scenic qualities associated with farm and forest lands.
- D. Apply the WRG overlay zone to lands within the Willamette River Greenway. Review new development within the greenway to assure scenic values are not diminished.
- E. Administer Design Review provisions to enhance visual qualities of the built environment.
- F. Apply a scenic overlay to the West Hills significant ("3-C") scenic area. Review new development that would be visible from Sauvie Island and other viewing areas identified in the Goal 5 analysis to assure that the overall appearance of a natural forested landscape is retained.

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POLICY 16-G: Water Resources And Wetlands

It is the County's policy to protect and, where appropriate, designate as areas of significant environmental concern, those water areas, streams, wetlands, watersheds, and groundwater resources having special public value in terms of the following:

- A. Economic value;
- B. Recreation value;
- C. Educational research value (ecologically and scientifically significant lands);
- D. Public safety, (municipal water supply watersheds, water quality, flood water storage areas, vegetation necessary to stabilize river banks and slopes);
- E. Natural area value, (areas valued for their fragile character as habitats for plant, animal or aquatic life, or having endangered plant or animal species).

Strategies

- A. Assess the economic values of Water Resource and Wetland Sites and designate as "significant" (1C) if:
 1. Any use of the water resource can be shown to be feasible for use in significantly increasing a specified economic activity or function or substantially increasing the economic value of the land through which the waters flow.
- B. Assess the recreation values of Water Resource and Wetland Sites and designate as "significant" (1C) if:

- [16-H Wilderness Areas](#)
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1. The water resource lies within the boundary of a public park, publicly accessible recreational facility, or private recreational facility available for public or group use, and is an integral part of the facilities' recreational activities; or,
 2. The water resource contributes water to a water resource within the boundary of a public park, publicly accessible recreational facility, or private recreational facility available for public or group use, and the diversion or degradation of the contributing waters would significantly diminish the recreational value of the water resource.
- C. Assess the educational research value of Water Resource and Wetland Sites and designate as "significant" (1C) if:
1. The resource has been identified by the Oregon Natural Heritage Program as being ecologically or scientifically significant; or
 2. The water resource is used for public educational purposes.
- D. Assess the public safety values of Water Resource and Wetland Sites and designate as "significant" (1C) if:
1. The water resource is within the Watershed Management Unit of an existing or proposed municipal water source as identified by the US Forest Service, US Geological Service, City of Portland, or other public agency; or
 2. The water resource is part of a groundwater area which provides a municipal water supply; or
 3. The water resource and surrounding lands are flood water storage areas whose removal or degradation would increase the frequency or height of floods to adjacent or downstream areas.
 4. The riparian or watershed vegetation associated with a water resource shall be considered part of the water resource area if that vegetation substantially contributes to the protection of water quality by reducing sedimentation and erosion, removing nutrients, or lowering water temperature / increasing BOD.
- E. Assess the natural area value of Water Resource and Wetland Sites and designate "significant" (1C) if:
1. [The Oregon Department of Forestry](#) has classified the stream or

watercourse as "Class 1 waters" as defined in the [State Forest Practices Act](#); or

2. The water resource or associated vegetation area is the habitat of an endangered or threatened plant or animal species as identified by the [Oregon Natural Heritage Program](#), US Fish and Wildlife Service or other public agency; or
3. A "Wildlife Habitat Assessment" (WHA) rating form has been completed and the site scored 45 or more points of the possible 96 points. Sites with scores between 35 - 44 points on the WHA form may be determined "Significant" (1C) if they function as essential connections between or demonstrably enhance higher rated adjacent resource areas.

The WHA is a standardized rating system for evaluating the wildlife habitat values of a site. The form was cooperatively developed by staff from the U.S. Environmental Protection Agency, the U.S. Fish and Wildlife Service, the U.S. Army Corps of Engineers, The [Oregon Department of Fish and Wildlife](#), the Audubon Society of Portland, The Wetlands Conservancy, and the City of Beaverton Planning Bureau.

- F. Significant water resource and wetland areas identified as a "2A", "3A", or "3C" site using the Statewide Planning Goal 5 "Economic, Social, Environmental, and Energy analysis" procedure as outlined in OAR 660-16-000 through 660-16-025 shall be designated as "Areas of Significant Environmental Concern" and protected by either the SEC or WRG overlay zone.
- G. Wetlands information gathered by and made available to the County shall be utilized as follows:
 1. The U.S. Fish and Wildlife National Wetland Inventory (NWI) maps should be consulted at the beginning stages of any development proposal in order to alert the property owner/ developer of the U.S. Corps of Engineers and Division of State Lands permit requirements.
 2. Wetlands shown on the NWI maps which are determined to not be important by the County after field study should be indicated as such on 1"=200' aerial photographs made part of the State Goal 5 supporting documents.
 3. Boundaries of "Significant" wetlands located within the SEC and WRG overlay zones should be depicted on 1"=200' aerial

photographs.

4. Additional information on wetland sites should be added to the plan and supporting documents as part of a scheduled plan update or by the standard plan amendment process initiated at the discretion of the County.
- H. Although a wetland area may not meet the County criteria for the designation "Significant," the resource may still be of sufficient importance to be protected by State and Federal agencies.
- I. The zoning code should include provisions requiring a finding prior to approval of a legislative or quasijudicial action that the long-range availability and use of domestic water supply watersheds will not be limited or impaired.

Inventory of Water Resources

Table 1

Protected Water Resources and Wetland Sites

[Sites designated 2A, 3A, or 3C in the Goal 5 Inventory: January, 1994]

Rural Westside Sites (listed alphabetically):

1. Agricultural Ditches and Sloughs on Sauvie Island
2. 'Audubon House' tributary of Balch Creek (in sub-basin #5; 1993 BES report)
3. Balch Creek (Class I reach outside Portland; below confluence of Thompson and Cornell forks)
4. Burlington Bottoms Wetlands
5. Dairy Creek
6. Gilbert River & tributary drainageways/wetlands (in R1W sections 5, 8, 9, 16, 21, 22, 28, 29, 31, 32 & 33)
7. Howell Lake
8. McCarthy Creek (Class I reach; R1W sections 18, 19, 30 & 31)

9. Miller Creek (sections outside Portland)
10. Multnomah Channel (reach outside Portland)
11. 'Newberry ' (or 'Ennis') Creek (reach in R1W sections 28 & 33)
12. Sand Lake
13. 'Sheltered Nook' tributary of McCarthy Creek (in R2W sections 19 & 24)
14. Small Unnamed Lake/Slough west of Wagon Wheel Hole Lake
15. Sturgeon Lake
16. Un-named creek which flows into Rainbow Lake (reaches in R2W sections 12 & 13)
17. Un-named creeks with confluence south of Logie Trail Rd. (Class I reaches; in R2W sections 13 & 24 and R1W section 18)
18. Un-named creek between Logie Trail and Cornelius Pass Roads (in R2W section 24 and R1W sections 18 & 19)
19. Virginia Lakes
20. Wagon Wheel Hole Lake

Rural Eastside Sites: [Does not include sites within the Columbia Gorge NSA]

1. Government Island wetlands
2. McGuire Island wetlands
3. Sandy River Gorge

Note: Sites listed above are protected by SEC or WRG zoning provisions, based on completed ESEE evaluations and designations: 2A, 3A, or 3C under Statewide Goal 5. Table II lists Significant Water Resources and Wetland sites designated 1C [Goal 5 ESEE processes pending]

Table 2

Significant Water Resource and Wetland Sites

[Sites designated 1C in the Goal 5 Inventory: January, 1994; ESEE evaluations pending]

Rural Westside Sites (listed alphabetically):

1. Balch Creek Forks: Thompson, Cornell, and 'South-Audubon' (outside Portland)
2. 'Germantown Road' tributaries of Rock Creek (Class I reaches in R 1W sections 8, 9, & 16)
3. Jackson Creek (Class I reach in R 2W section 10)
4. Jones Creek (Class I reach in R 2W section 25)
5. Joy Creek (Class I reach in R 2W section 25)
6. McKay Creek, East Fork (Class I reach in R 2W section 10)
7. Rock Creek (Class I reaches in R 2W sections 22, 23, 26, & 36; includes East Fork)
8. Three Un-named creeks with confluence on Wildwood Golf Course (Class I reaches in R 2W sections 1, 2, 11, & 12)

Rural Eastside Sites:

1. Beaver Creek (Class I reaches in R3E sections 1 & 12; and R4E sections 7, 8, 16, & 17)
2. Big Creek
3. Bridal Veil Creek (Class I reach outside Gorge NSA; R5E section 24 & 25)
4. Buck Creek (Class I reaches)
5. Camp Creek (tributary to Bull Run River, in Mt. Hood National Forest)
6. Cat Creek (includes North Fork in sections 16 & 17)

7. Donahue Creek (Class I reach outside Gorge NSA; R5E section 25 & 36)
8. Gordon Creek (includes South, Middle, & North forks in Mt. Hood Nat. Forest)
9. Howard Canyon Creek (Class I reaches in R 4E sections 1 & 2; and R5E sections 5 & 6)
10. Johnson Creek (Class I reaches southeast of Gresham, including North Fork)
11. Kelly Creek (tributary of Johnson Creek)
12. Knieriem (or 'Ross') Creek (Class I reaches in R 4E sections 2, 35, & 36; and R5E section 31)
13. Lattourelle Creek (reaches outside Gorge NSA; R5E sections 32 & 33; includes South Fork)
14. Mitchell Creek (tributary of Kelly Creek; in R 3E section 19)
15. Pounder Creek (Class I reach outside Gorge NSA; in R4E sections 2 & 35)
16. Smith Creek (Class I reaches in R 4E sections 3, 4, 5, & 36)
17. Thompson Creek (tributary of Gordon Creek)
18. Trout Creek (Class I reaches in R4E sections 13, 14 & 24; and R 5E sections 17, 18, & 19)
19. Two Un-named creeks west of Springdale (Class I reaches in R4E sections 5, 6, 32 & 33)
20. Un-named tributary of Bull Run River (Class I reach in R5E section 22)
21. Walker Creek (Class I reach in R5E section 22)
22. Young Creek (Class I reach in R5E section 35 & outside Gorge NSA)

Table 3

Potentially Significant Water Resource and Wetland Sites

[Sites designated 1B in the Goal 5 Inventory: January, 1994]

Rural Westside Sites (listed alphabetically):

1. Balch Creek watershed (except 1C or 3C designated reaches & sections in Portland)
2. Burlington Bottoms watersheds
3. Jackson Creek tributaries and watersheds (except Class I reaches)
4. Jones Creek tributaries and watersheds (except Class I reaches)
5. Joy Creek tributaries and watersheds (except Class I reaches)
6. McCarthy Creek tributaries and watersheds

(except Class I reaches & 'Sheltered Nook' tributary in sections 19 & 24)
7. McKay Creek tributaries and watersheds (except Class I reaches)
8. Miller Creek tributaries and watersheds (except 3C designated reach & sections in Portland)
9. Newberry Creek tributaries and watersheds (except 3C designated reach)
10. Rock Creek tributaries and watersheds (except Class I reaches)
11. Tributaries and watersheds to three un-named creeks on Wildwood Golf Course (upstream of Class I reaches in R 2W sections 1, 2, 11, & 12)
12. Tributaries and watersheds to un-named creek which flows into Rainbow Lake (except 3C designated reaches)
13. Tributaries and watersheds above three un-named creeks south of Logie Trail Rd.(except 3C designated reaches)

Rural Eastside Sites [Does not include sites within the Columbia Gorge NSA]:

1. Beaver Creek tributaries and watersheds (except Class I reaches)
2. Bridal Veil Creek tributaries and watersheds (above Class I reach & outside Gorge NSA)
3. Buck Creek tributaries and watersheds (except Class I reaches)
4. Cat Creek tributaries and watersheds (except Class I reaches)
5. Donahue Creek tributaries and watersheds (above Class I reach & outside Gorge NSA)
6. Gordon Creek tributaries and watersheds (except Class I reaches)
7. Howard Canyon Creek tributaries and watersheds (except Class I reaches)
8. Johnson Creek/Kelly Creek watersheds (except Class I reaches)
9. Knieriem (or 'Ross') Creek tributaries and watersheds (except Class I reaches)
10. Lattourelle Creek tributaries and watersheds (above Class I reach & outside Gorge NSA)
11. Pounder Creek tributaries and watersheds (above Class I reach & outside Gorge NSA)
12. Smith Creek tributaries and watersheds (above Class I reach & outside Gorge NSA)
13. Thompson Creek tributaries and watersheds (except Class I reach)
14. Trout Creek tributaries and watersheds (except Class I reaches)
15. Tributaries and watersheds to two un-named creeks west of Springdale
16. Young Creek tributaries and watersheds (above Class I reach & outside Gorge NSA)

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It is the County's policy to recognize the value of wilderness among the many resources derived from public lands.

Policy 14:
Development Limitations

Strategies

Policy 15:
Willamette River Greenway

A. The Columbia Wilderness shall be designated as a Goal 5 Resource Site.

Policy 16:
Natural Resources

B. The SEC overlay zone shall be applied to the Columbia Wilderness.

- 16-A Open Space
- 16-B Mineral and Aggregate Resources
- 16-C Energy Sources

C. The County shall coordinate with federal land management agencies and Congressional staff in the formulation of proposals for any additional wilderness areas.

• 16-D Fish and Wildlife Habitat

D. All parcels of federal land which meet federal guidelines for wilderness and which fit the definition outlined in the Findings document shall be recommended for wilderness designation.

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POLICY 16-I: Historic Resources

It is the County's policy to recognize significant historic resources, and to apply appropriate historic preservation measures to all designated historic sites.

Strategies

- A. Maintain an inventory of significant historic resources which meet the historical site criteria outlined below.
- B. Utilize the National Register of Historic Places and the recommendations of the State Advisory Committee on Historic Preservation in the designation of historic sites.
- C. Develop and maintain a historical preservation process for Multnomah County which includes:
 1. A review of the laws related to historic preservation.
 2. A program for ongoing identification and registration of significant sites, working with area citizens groups, the Oregon Historical Society, the Oregon Natural History Museum and other historic and archeological associations.
 3. 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.
 4. Fostering, through ordinances or other means, the private restoration and maintenance of historic structures for compatible uses and development based on historic values.
 5. Encouraging the installation of appropriate plaques or markers on

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identified sites and structures.

D. The Zoning Code should:

1. Include an Historic Preservation overlay district which will provide for the protection of significant historic areas and sites.
2. Include conditional use provisions to allow new sites to be established to preserve historic structures and sites.
3. Provide for a 120-day delay period for the issuance of a demolition permit or a building permit that substantially alters the historic nature of the site or building. During this period, a review of the permit application, including the impacts and possible means to offset the impacts should be undertaken.
4. On-site density transfer in order to protect historic areas and protect unique features.

Historical Site Criteria

- A. Historical Significance - Property is associated with significant past events, personages, trends or values and has the capacity to evoke one or more of the dominant themes of national or local history.
- B. Architectural Significance - (Rarity of Type and/or Style). Property is a prime example of a stylistic or structural type, or is representative of a type once common and is among the last examples surviving in the County. Property is a prototype or significant work of an architect, builder or engineer noted in the history of architecture and construction in Multnomah County.
- C. Environmental Considerations - Current land use surrounding the property contributes to an aura of the historic period, or property defines important space.
- D. Physical Integrity - Property is essentially as constructed on original site. Sufficient original workmanship and material remain to serve as instruction in period fabrication.
- E. Symbolic Value - Through public interest, sentiment, uniqueness or other factors, property has come to connote an ideal, institution, political entity or period.
- F. Chronology - Property was developed early in the relative scale of local

history or was an early expression of type/style.

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POLICY 16-J: Cultural Areas

It is the County's policy to protect cultural areas and archeological resources, and to prevent conflicting uses from disrupting the scientific value of known sites.

Strategies

- A. Maintain information on file regarding the location of known archeological sites. Although not made available to the general public, this information will be used to insure the sites are not degraded through incompatible land use actions.
- B. Coordinate with the State Archaeologist in the State Historic Preservation Office regarding the identification and recognition of significant archeological resources.
- C. Encourage landowners to notify state authorities upon discovering artifacts or other evidence of past cultures on their property.
- D. Work with the LCDC Archeological Committee in devising equitable and effective methods of identifying and protecting archeological resources.

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POLICY 16-K: Recreation Trails

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It is the County's policy to recognize the following trails as potential state recreation trails:

Policy 14:
Development Limitations

Columbia Gorge Trail

Policy 15:
Willamette River Greenway

Sandy River Trail

Portland to the Coast Trail

Policy 16:
Natural Resources

Northwest Oregon Loop Bicycle Route

- 16-A Open Space
- 16-B Mineral and Aggregate Resources
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Strategies

- A. Coordinate with ODOT and any other public or private agency to resolve any conflicts which may arise over the development of these trails.
- B. Address these trails as Goal 5 resource sites whenever the trail route becomes specifically identified, built, proposed, or designated.

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POLICY 16-L: Wild And Scenic Waterways

It is the County's policy to protect all state or federal designated scenic waterways from incompatible development and to prevent the establishment of conflicting uses within scenic waterways.

Strategies

- A. Coordinate with the Oregon State Parks and Recreation Division in the review and regulation of all development proposals or land management activities within the Sandy River State Scenic Waterway.
- B. Apply the SEC overlay zone to the Sandy River State Scenic Waterway to ensure proper recognition of the waterway and to further mitigate the impacts on uses allowed within the underlying resource zones.
- C. Coordinate with the U.S. Forest Service in the review and regulation of all development proposals or land management activities within the federal wild and scenic river segment of the Sandy River.
- D. Work with state and federal agencies or other interested parties in developing proposals for scenic waterway protection of other stream segments in the County.

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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:

POLICY 17: COMMUNITY DEVELOPMENT FRAMEWORK

- Identify communities
- Prepare and adopt community plans

POLICY 18: COMMUNITY IDENTITY

- Boundaries
- Uses
- Preservation of Natural Features
- Design of Community Services
- Preservation of Landmarks

POLICY 19: COMMUNITY DESIGN

- Location of land uses by scale
- Functional design concerns

POLICY 20: ARRANGEMENT OF LAND USES

- Density
- Mixing Land Uses

POLICY 21: HOUSING CHOICE

POLICY 22: ENERGY CONSERVATION

POLICY 23: REDEVELOPMENT

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Introduction

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.

The benefits of a defined community include:

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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Policy 17

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. Community plans are to be developed within the policy framework established by this plan.

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Strategies

- A. As a part of the continuing planning program, the County should:
1. Conduct community planning and maintain community plans for the following planning areas:
 1. Centennial
 2. Rockwood
 3. Wilkes
 4. Columbia
 5. Cully/Parkrose
 6. Powellhurst
 7. Hazelwood

8. Errol Heights

9. Hayden Island

2. Community plans 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 and resources.

3. A refinement of the Comprehensive Plan will be prepared between 1979 and 1983, for transit station location areas. The transit station area plan refinements will include ranges of appropriate uses, design criteria and strategies for development and definition of circulation patterns.

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Community identity is a feeling people have about their community, and it serves many functions. An identifiable community allows a person to immediately have a place of reference. For those people who live in a community, it provides a sense 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.

[POLICY 19
Community Design](#)

Community identity can be achieved as a part of the Community Development Process through:

[POLICY 20
Arrangement of Land Uses](#)

1. The identification and reinforcement of visible boundaries or edges to each community which can be man-made 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 to 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.

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Policy 18

The County's policy is to create, maintain or enhance community identity by:

- A. Identifying and reinforcing community boundaries;
- B. Identifying significant natural features and requiring these to be preserved;
- C. Requiring identified significant natural features be preserved as part of the development process;

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Strategies

- A. As a part of the continuing planning program, the County shall:
 - 1. Maintain an inventory of unique natural features in each community and preserve them through the Design Review Process or other appropriate means;
 - 2. Identify the need and appropriate locations for public facilities in each community plan;
- B. These strategies should be addressed as part of the Community Development Chapter:
 - 1. design review approval for all community facilities.
 - 2. The Street Standards Code should provide for special street tree programs for streets which serve as community boundaries.

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Planning is a process whereby government agencies develop plans which designate locations where residential, commercial, industrial and community service activities will take place. The purpose of the Community Design Process is to minimize conflicts in the location and development of different land uses in the same area and to help assure efficient, satisfying and safe land developments of lasting value and benefit. 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.

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The Location of Land Uses by Scale

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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.

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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.

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Functional Design Concerns

The quality of the community environment and its desirability as a place to live as well as its long range stability are factors 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. here government has developed boulevard streets, adjoining development has been landscaped and located on the side with consideration for aesthetic quality. Therefore, the responsibility must be placed on both the public and private sectors to promote desirable community development.

Design review is a process whereby public interests are protected Design review standards lead to more attractive neighborhoods, higher land values, a larger tax base and other public benefits for local residents. The quality and attractiveness of the community environment are also important factors that industry and commerce look to in locating or expanding their operations in an area.

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Policy 19

The County's policy is to maintain a community design process which:

- A. Evaluates and locates development proposals in terms of scale and related community impacts with the overall purpose being a complementary land use pattern.
- 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.
- C. Maintains a design review process as an administrative procedure with an appeal process, and based on published criteria and guidelines, criteria and guidelines shall be developed specifically for commercial, industrial and residential developments.
- D. Establishes criteria and standards for pre-existing uses, commensurate with the scale of the new development proposed.
- E. Evaluates individual public and private development according to design guidelines in the applicable adopted community plan.

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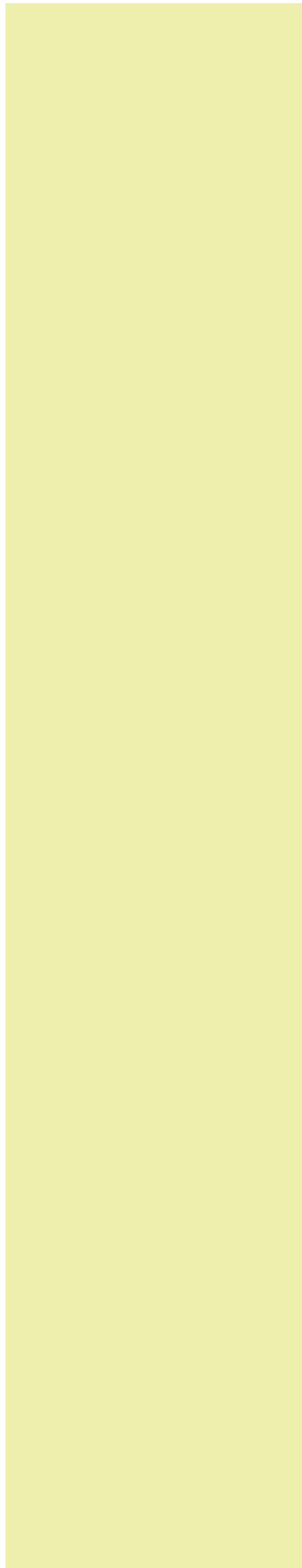
Strategies

- A. As a part of the continuing planning program, the County should maintain an expeditious Design Review Process with provisions for enforcing requirements.
- B. The following strategies should be maintained as a part of the Zoning Ordinance:
 1. Design Review Provisions should be maintained:
 - a. Applicable to all development, including multiplex and apartment dwelling structures, planned developments (PD's), community services, commercial and industrial uses, and excluding single and two-family dwelling structures.
 - b. Identified separately for residential, commercial and industrial development.
 - c. With objectives to:
 1. preserve and enhance the amenities of the natural and developed environment;
 2. maintain and improve the qualities of and relationships among buildings and surrounding neighborhoods;
 3. insure that individual development contributes to a quality environment for people utilizing the development and the surrounding neighborhood; and
 4. encourage consideration for the climate, soil capabilities and limitations, topography and natural vegetation in the site plan.
 2. Design Review Criteria should be maintained related to:
 - a. Identity;
 - b. Site Layout, considering such factors as: climate, privacy, usable outdoor areas, topography, vegetation, natural drainage, use by handicapped (as required under the State Uniform Building Code, [O.R. S. 447.210 - 447.310](#), and all other applicable requirements), 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;
 - l. Bus stops;
 - m. Safety and privacy; and
 - n. Preservation of natural landscape.
3. The Zoning Ordinance should include provisions related to:
- a. Signs: the location, size and height;
 - b. Outdoor off premise advertising signs
 - c. Special planned areas to facilitate redevelopment;
 - d. Planned Unit Developments;
 - e. Variable road standards with prescribed conditions;
 - f. Variable parking requirements with prescribed conditions; and
 - g. Site Development Standards for:
 - 1. The retention of natural features and significant vegetation;
 - 2. Landscaping.

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Community Identity

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.

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Community Design

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.

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Arrangement of Land Uses

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Energy Conservation

Mixing Land Uses means:

1. The location of several different types of uses in a single structure, such as residences, stores, eating establishments, theaters 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 specialty shops, medical offices, or law offices in residential areas; or
4. The location of commercial uses in industrial areas.

[POLICY 23](#)

Redevelopment

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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 theater could be parking facilities used during the daytime for office employees);
5. Provide locations for small businesses to take place within the neighborhood areas; and
6. Minimize crime through the surveillance which occurs when activities are clustered.

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Policy 20

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 Title:

The Zoning Code should include provisions for mixed use zones which will include primary uses by right, uses under prescribed conditions, and conditional uses, and should include provisions to revise and expedite the Planned Development process to encourage mixed development.

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Community Identity

Shelter is one of the most basic human needs. It is an integral part of the quality of life and affects the physical and visual character of a community. Individual preferences regarding housing design, lot size, density and desirability of owning or renting vary considerably. It is the community's responsibility to accommodate the housing needs and preferences of all residents at costs which are affordable to all income ranges.

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Arrangement of Land Uses

Between 1970 and 1980, housing costs increased substantially. A generally accepted standard is that a household pay no more than 25% of its gross income for housing related costs. These include mortgage payments or rent, property taxes and utilities. Since income levels have not kept pace with rapidly rising housing costs, an increasing proportion of households pay more than 25% of their income on housing.

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Housing Choice

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Energy Conservation

Between 1976 and June 1981 the average selling price of a house in the Portland metropolitan area increased from \$36,840 to \$75,594.¹ Between 1970 and 1980 the median rent in Multnomah County rose from \$94 to \$215.²

[POLICY 23](#)

Redevelopment

Many of the factors which affect the cost of housing, such as building materials and mortgage interest rates, are beyond the control of local government. However there are certain areas in which local government actions can impact costs. Streamlined land development regulations can save developers time and money, and the savings can be passed on to the housing consumer. Density, parking, setback and landscaping requirements are factors which can be changed to reduce development costs.

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Decreasing lot size and square footage can produce substantial savings in land and materials costs. Attached housing is less expensive to construct and usually is more energy efficient. The traditional large, unattached single family home is no longer an affordable or desirable dwelling alternative for everyone. Following the national trend, household size in unincorporated Multnomah County has decreased since 1970. The median household size in Multnomah County, excluding Portland, is less than

2.5 persons. In the same geographic area, one person households increased by 115% between 1970 and 1980. Similarly, there was a 59% increase in two person households while the number of five person households decreased by 22% and the number of households with six or more persons decreased by 48%.³ Smaller households, especially those without children, do not require as much space as the larger households of the past and are frequently over-housed in a typical single family home.

Condominiums are an attractive housing alternative to many people because they offer the tax advantages of home ownership with a minimum of maintenance responsibilities. Furthermore, condominiums are usually less costly than unattached single family homes. Although condominiums comprise a very small percentage of housing stock in unincorporated Multnomah County, they will most likely become more popular in the future. Nationally, 31% of for sale housing units started in 1981 were intended for condominium ownership.⁴ Conversion of rental units to condominium ownership is also a growing trend.

The people most severely affected by high mortgage interest rates are those who are renting and would like to purchase a home but cannot afford the monthly payments. Nationally, first time home buyers comprise 13.5% of the market in 1981 compared with 36.3% in 1977.⁵ If interest rates do not decrease, renting may become a long term housing situation for many households who would prefer to own a home. Lending institutions are offering many alternatives to the traditional fixed rate mortgage including graduated payments and shared equity approaches to accommodate households which would otherwise be excluded from home ownership. However, it is like that in the future most people will be spending a greater proportion of income on housing.

The highest priority goal for both the public and private sector is a reduction in housing related costs. Because housing is a basic need, the public sector should continuously re-evaluate its regulations to ensure that they promote the best interests of the community and do not create unnecessary costs.

¹Metropolitan Portland Real Estate Report, Vol. 54, Fall 1981.

²U.S. Bureau of the Census, Summary Statistics, STA 1A, January 1982.

³ U. S. Bureau of the Census, 1970-Census Tracts, Portland, Oregon-Washington, PHC (1) - 165; 1980 Summary Type File 1 January 1982.

⁴U. S. League of Savings Associations.

⁵Ibid.

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Policy 21

The County's policy is to support and assist in the provision of an adequate number of housing units at price ranges and rent levels affordable to the region's households and to allow for variety in housing location, type and density, the County will:

- A. Encourage the provision of housing affordable to residents of all incomes.
- B. Support the provision of housing for the elderly, including low maintenance, small units within existing communities.
- C. Support the provision of housing in sizes and styles which suit the needs of smaller households including single adults and couples without children.
- D. Encourage more efficient utilization of housing in communities to eliminate over-housing of the elderly and under-housing of large families.
- E. Maintain a non-exclusionary housing policy.
- F. Re-evaluate its regulations and, where possible, streamline or eliminate requirements to reduce development costs.
- G. Take a direct role in conserving the existing housing stock.
- H. Accommodate innovative housing construction techniques which decrease development costs.
- I. Cooperate with the private sector to expand the supply of housing which is affordable to low and moderate income residents.

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Strategies

As part of the ongoing planning program, the County should:

- A. Maintain an inventory of buildable lands and monitor the effects of the urban service

boundary on land costs.

- B. Work with the regional government to determine expected housing demand in the unincorporated County based upon transportation improvements and industrial development in the region.
- C. Work with the Trade Associations, Community Groups and other interested groups to reduce the cost of housing through the formulation of:
 - 1. alternative road and improvement standards;
 - 2. legislative amendments to the Uniform Building Code;
 - 3. an expeditious design review process;
 - 4. an expeditious building permit process;
 - 5. an expeditious zoning and land division process;
 - 6. smaller minimum lot sizes.
- D. Reduce minimum size of units to 500 square feet for high density elderly apartments in the light rail transit corridor.
- E. Reduce parking requirements for high density apartments for elderly persons in the light rail corridor, consistent with adopted community plans and light rail corridor plans.
- F. Re-evaluate the planned development requirements to reflect prevailing public attitudes regarding common space.
- G. Consider amendments to the Zoning Ordinance in order to allow accessory apartments in single family zones.
- H. Continue the housing rehabilitation program for owner-occupied residences and consider extending the program to investor-owned rental property.

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Until the 1970's, the availability and cost of energy was not a major concern for most citizens. The American suburban lifestyle was based on low intensity development, an energy-inefficient transportation system, and a proliferation of throw-away products and wasteful habits.

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[Community Design](#)

The energy crisis brought rising prices and a growing realization on the part of citizens that most energy comes from finite and diminishing resources. In the Pacific Northwest, decades of growth eventually consumed the readily available and inexpensive hydroelectric power, necessitating the importation of higher priced out-of-state energy.

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The typical American lifestyle has begun to change in response to the economic impacts of energy constraints. Technological advances may provide part of the solution to the problem; however, tactics such as more intensive land development, increased mass transit use, more efficient automobiles and machinery, recycling and other conservation measures can drastically reduce energy consumption levels.

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Multnomah County will continue to be dependent upon imported petroleum and upon electric energy generated within the Northwest regional power system. Nevertheless, we can reduce our consumption of these resources through several strategies.

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The cost and uncertain availability of traditional non-renewable energy resources are in themselves incentives to conserve, and to explore renewable energy alternatives. Little local control can be exerted over the supply or price of imported petroleum or natural gas, and money spent on these energy resources drains out of the local economy. Renewable energy resources and conservation are feasible in Multnomah County, and present the added benefit of retaining and recirculating energy dollars and providing business and employment opportunities in the local area.

Conservation is the least expensive, most effective and immediate way to save on

energy costs and consumption. While no single renewable energy resource can satisfy projected future demand, several sources can supplement and aid the conservation of limited non-renewable energy supplies. In Multnomah County, these renewable resources include:

- Wood fuel for home heating
- Cogeneration of industrial and municipal by-products
- Small scale hydroelectric power
- Solar space and water heating
- Wind power in certain areas

The net benefits of using these energy sources include less consumption of expensive non-renewable resources, increased energy self-sufficiency, an improved local economy, and reduced effects from future energy shortages and price increases.

Improved urban land use and transportation patterns can dramatically reduce energy use and per capita energy costs. Urban infill and intensified development can improve the cost-benefit ratio of public services and facilities. More effective mass transit, such as the light rail system in East Multnomah County, can reduce automobile dependence and petroleum imports. Mixed land use patterns can reduce travel distances between home, work, shopping and recreation, making bicycle and pedestrian travel more attractive.

Many other opportunities exist in Multnomah County to use less energy more efficiently. Improved farm and forestry practices, recycling and home occupations can all produce energy and cost savings. Local governments can reduce community energy consumption through capital improvements such as gravity flow sewers and water systems, fewer or more efficient street lights, and by providing safe and convenient bicycle and pedestrian paths. Local government must also be prepared to promote applications of renewable energy systems as they become feasible.

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Policy 22

[Amended 1999, Ord 933 § III]

The County's policy is to promote the conservation of energy and to use energy resources in a more efficient manner. In addition, it is the policy of multnomah County to reduce dependency on non-renewable energy resources and to support

greater utilization of renewable energy resources through:

- A. The development of energy-efficient land uses and practices;
- B. Increased density and intensity of development in urban areas, especially in proximity to transit corridors and employment, commercial and recreational centers;
- C. An energy-efficient transportation system linked with increased mass transit, pedestrian and bicycle facilities;
- D. Street layouts, lotting patterns and designs that utilize natural environmental and climatic conditions to advantage;
- E. Finally, the County will allow greater flexibility in the development and use of renewable energy resources.

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Strategies

As part of the ongoing planning program:

1. The County shall encourage energy conservation and support the development and use of renewable energy resources by the following strategies:
 - a. The County shall encourage planning groups to assess local energy needs and inventory potential energy and conservation resources.
 - b. Modify capital improvements programs to allow for an encourage reduced road widths, east-west residential street and orientation, bicycle and pedestrian paths and energy-efficient sewer and water systems.
 - c. Establish one-stop, full service permit processing.
 - d. Establish or modify ordinances to;
 - Preserve solar access.
 - Allow greater opportunity for home occupations.
 - Revise parking requirements to reduce the minimum number and/or size of commercial and industrial parking and backup spaces, and to

provide bus turnouts and bicycle parking where appropriate in new commercial and industrial development where desirable (e.g., the Light Rail Corridor).

- Provide incentives for mixed use and clustered developments where desirable (e.g., the Light Rail Corridor).
2. The County shall cooperate with local, state and federal authorities in developing, monitoring and encouraging conservation and alternative energy use. To this end, the County should:
 - a. Provide literature, information and referral to citizens and businesses.
 - b. Support State legislation to provide incentives for conservation measures and renewable energy development.
 - c. Encourage re-evaluation of the State Uniform Building Code to develop energy efficiency and noise mitigation standards in construction to provide energy and cost savings to the consumer.
 - d. Seek federal and state grants to promote energy conservation and renewable energy development.
 - e. Cooperate with local energy utilities to allow billing credits for conservation and for renewable energy applications through BPA.
 3. The County shall encourage the establishment of joint public-private projects which conserve energy and promote alternative and renewable energy resources. Such projects may include:
 - Passive and active solar systems.
 - Wind power.
 - Low-head hydropower.
 - Geothermal power.
 - The use of biomass for cogeneration and direct energy.
 - The use of alternative fuels, such as synthetic fuel and alcohol.
 - Improved telecommunication systems to reduce some travel needs.
 - Establishment of a recycling program through franchise agreements with solid waste collectors.
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Introduction

The community development process must relate to both new development and the redevelopment of blighted, obsolete, aging or inefficiently designed industrial, commercial and residential areas. Deteriorating or dilapidated structures, inefficient pedestrian and traffic movement vacant buildings and land, older subdivisions with undeveloped large back lots suitable for infill, inadequate public facilities and streets are all indicators of need for redevelopment or revitalization of an area. Redevelopment efforts can address these problems and can create, maintain or enhance community growth and stability.

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[Housing Choice](#)

Housing and community redevelopment efforts in the County are implemented through the Community Development Block Grant (CDBG) program. The CDBG program provides loans and grants for the maintenance and rehabilitation of deteriorating housing in low-income target areas; funding is also provided for the improvement of public facilities related to the upgrading of housing.

[POLICY 22](#)

[Energy Conservation](#)

Economic development and revitalization efforts in the County are funded primarily through State Industrial Revenue Bonds (IRB's). IRB's are available for business expansion and relocation by firms that meet federal, state and local eligibility criteria. Other federal and state funds are available from time to time for small business development and expansion, infrastructure improvements, redevelopment studies, etc.

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The role of the County in redevelopment is 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, upgrading public facilities and services as a part of the capital improvement program, and implementation of the Community Development Block Grant program goals and objectives.

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Policy 23

It is the County's policy to:

- A. Encourage and support redevelopment in order to create, maintain or enhance community design stability and efficiency,
- B. Seek public and private resources for redevelopment and revitalization of commercial, industrial, and residential areas and structures,
- C. Help initiate and actively support public and private community based economic revitalization and redevelopment efforts,
- D. Implement the County's Community Development Block Grant Program contingent on continuous funding and in accord with State goals and regulations, and local program goals to:
 - 1. Preserve and enhance the overall quality of residential neighborhoods by promoting the maintenance and rehabilitation of existing housing, preserving and providing housing opportunities for low and moderate income families, both home owners and renters and improving inadequate public facilities.
 - 2. Maintain goals, objectives and priorities to guide the annual allocation of CDBG funds.
 - 3. Encourage public and private developers to provide home Ownership opportunities for lower income households.
 - 4. Assist the housing authority of portland to provide additional assisted housing units for lower income renters.
 - 5. Utilize CDBG funds to leverage additional funding from other sources on every possible CDBG-eligible project.
- E. Provide ongoing public involvement opportunities in planning, implementation and evaluation of all redevelopment activities.

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Strategies

- A. Work with community groups, advisory commissions and other public and private entities to identify and address industrial, commercial and residential redevelopment issues.
- B. Inventory the capacity and condition of existing public facilities and identify the need for new facilities.
- C. Revise or eliminate governmental regulations, statutes or policies which inhibit urban renovation.
- D. Through the Community Development Block Grant Program:
 - 1. maintain goals, strategies and priorities of the CDBG based on needs assessments for housing and community development activities for low and moderate income households through an analysis of census data and other demographic information.
 - 2. Identify blighted and potentially blighted residential areas for targeting of CDBG and other funds.
 - 3. Identify small scale proposed Capital Improvement Projects in or near targeted areas that could be funded by CDBG.
 - 4. Coordinate redevelopment projects with scheduled capital improvement projects.
 - 5. Encourage the use of local and minority contractors.
 - 6. Avoid undue concentrations of assisted housing projects in areas containing a higher proportion of lower income households.
 - 7. Minimize direct or indirect displacement and tax increases to low and moderate income people as a result of CDBG activities.
 - 8. Provide information to citizen groups of ongoing and potential redevelopment projects

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The policies and locational criteria apply to the unincorporated portion of Multnomah County, in both legislative and quasi-judicial land use actions.

Policy 24: Housing

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.

Policy 25: Mobile Homes

Policy 26: Houseboats

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.

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Introduction

The choice of where to live is an important decision for all individuals and families. Varying lifestyles create a demand for a range of dwelling types, neighborhoods and densities. Examples of housing types are: single family detached, duplexes, apartment buildings, townhouses, and mobile homes.

[Policy 26:
 Houseboats](#)

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In general, density increases with urbanization, and urban land becomes more expensive as the amount of vacant land decreases. Also, it is less costly to provide public services to a densely populated area than to a sprawling, unevenly populated area. Residential zones commonly comprise the most land area within a community, and require the greatest amount of services.

[Policy 28:
 Strip Development](#)

[Policy 29:
 Offices](#)

It is government's responsibility to allow a diversity of dwelling types and a variety of densities in areas which are affordable to all residents. To facilitate this objective, the purposes of this plan section are to:

[Policy 30:
 Industry](#)

1. Support the location of new housing in areas where required services can be provided most economically and efficiently;
2. Support the efficient use of the transportation system, particularly public transit; encourage higher density housing close to public transportation and specifically in the light rail transit corridor.
3. Help promote community identity through distinctive street layout and design;
4. Promote increased housing choices, considering mixed housing types and urban density patterns;
5. Minimize adverse impacts on adjacent developments through site location and design guidelines;
6. Recognize mobile homes as an increasingly popular housing choice which should be integrated into the community without conditions in certain zoning districts; and
7. Reduce the potential for crime through design and location standards based on

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the principles of defensible space.

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Policy 24

The County's policy is to accommodate the location of a broad range of housing types in accordance with:

- A. The applicable policies in this plan;
- B. The locational criteria applicable to project scale and standards.

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 Neighborhood	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.

MAXIMUM NUMBER OF UNITS ALLOWED BY HOUSING TYPE		
Housing Type	Maximum Net Density Per Acre	Minimum Site Size
Single Family	6.5	5,000 Sq. Ft.
Duplex	10	7,000 Sq. Ft.

Multiplex-Townhouse-Rowhouse	16	8,100 Sq. Ft.
Mobile Home Park	12	15,000 Sq. Ft.
Mobile Home on Lot	13.5	3,200 Sq. Ft.
Two-Story Garden Apartment	18	15,000 Sq. Ft.
Three-Story Garden Apartment	25	20,000 Sq. Ft.
Apartment Tower	60	1 Acre
Houseboats	1 Each 50 Ft. of Waterfront	

As a general planning rule, on a site of one acre or more, zoned for single family residential use, 25.0% of the total site area is used for roads and services. On a site of one acre or more, zoned for multiple family residential use, 20.0% of the total site area is used for roads and services.

MINOR RESIDENTIAL PROJECT

1. Scale

MINOR RESIDENTIAL PROJECT		
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 and delivery of urban services.
3. Privacy of adjacent residential developments can be protected.
4. The project can be integrated into the existing community.

MAJOR RESIDENTIAL PROJECT

1. Scale

MAJOR RESIDENTIAL PROJECT		
Scale	Description	Approximate Population Increase
Major Residential Project	A project which will have a minimum impact on the surrounding area and on the support 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 and delivery of urban services.
3. Associated lights and noise will not interfere with activities on surrounding properties.
4. Privacy of adjacent residential developments will be protected.
5. (5) The site layout responds to existing community identity.

NEW NEIGHBORHOOD (MINOR)

1. Scale

NEW NEIGHBORHOOD (MINOR)		
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: 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
2. routed through local neighborhood streets.
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. 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. Impacts of the Proposed Change on Adjacent Lands.

1. The scale is compatible with surrounding uses.
2. It will reinforce orderly and timely development and delivery of urban services.
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.

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

NEW NEIGHBORHOOD (MAJOR)		
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 and delivery of urban services.
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.

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Strategies

A. As part of the ongoing planning program, the County should:

1. Continue to maintain a data base inventory of residential buildable lands;
2. Work with community groups to maintain and upgrade identifiable neighborhoods;
3. Work with home builders to find innovative means of providing affordable new

housing;

4. Continue the housing rehabilitation program for owner-occupied dwellings.

B. The following documents should be continually updated to reflect current housing market conditions:

1. The Zoning Article should accommodate a broad range of residential zones and a diversity of dwelling types.
2. The Land Division Article should accommodate a variety of housing.
3. The Development Standards Article which encompasses design review, planned development, special planned areas, and site development standards should encourage the use of innovative approaches to housing choice.
4. County Streets and Roads Articles should include provisions for a functional street classification system that accommodates the needs of various housing areas.

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Introduction

Since the original adoption of this Plan in 1977, new legislation has been adopted at the State level, requiring local governments to provide for manufactured homes, as defined in ORS 197.295. Manufactured housing is to be permitted outright, since it is defined in [ORS 197.303](#) as a "needed housing type."

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The County's policy is to provide for the location of mobile homes in a manner that accords with:

Policy 31:
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- A. The applicable policies in this plan;
- B. The housing policy locational criteria appropriate to the scale of the development (see [Policy No. 24](#));
- C. The mobile home locational criteria.

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In determining the location of mobile homes, this policy shall control over conflicting provisions of community plans or other pre-existing plans until the

individual community plans are updated.

DEFINITIONS

Mobile Home Park: Any site where four or more mobile homes are located within 500 feet of one another on a lot, tract or parcel of land where the space is rented or kept for rent to any person for a charge or fee paid or to be paid for the rental or use of facilities or to offer space free in connection with securing the trade or patronage of such person.

MOBILE HOME LOCATIONAL CRITERIA

A. Urban Area.

1. Mobile home parks must:

- a. be located in the Medium Density Residential zoning districts or be located in Low Density Residential [LR-7](#) and [LR-5](#) districts outside of a "Developed Neighborhood" as designated in the applicable Community Plan; and
- b. have a minimum individual space size of 1500 square feet and a maximum density of 16 units per acre; and
- c. meet the most recent mobile home park standards as set forth by the State Department of Commerce.

2. Mobile homes on individual lots must in all Urban Residential Districts except Urban Future must:

- a. have a minimum floor area of 1,000 square feet;
- b. have a pitched roof with a pitch of at least a nominal three feet in height for each 12 feet in width (3:12);
- c. be placed on an excavated and back-filled foundation and enclosed at the perimeter;
- d. be manufactured after June 15, 1976, and carry a State insignia indicating compliance with Oregon State mobile home construction or equipment standards.

- e. be multisectional. A "tip-out" or "expandable" unit is not considered to be a multisectional home; and
- f. be certified by the manufacturer to have an exterior thermal envelope meeting performance standards which reduce heat loss to levels equivalent to the performance standards required of a single family dwelling constructed under the State Building Code as defined in [ORS 455.010](#).

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.

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Strategies

The Zoning Article should provide for standards for the approval of mobile home parks with the intent and policies of the Plan. Furthermore, it should:

1. Provide for mobile homes on individual lots as a use under prescribed conditions in the rural natural resource, Medium Density Residential, and Low Density Residential (LR-5, LR-7) zones.
2. Provide for mobile home parks as a use under prescribed conditions in the Medium Density Residential zones.
3. Provide for mobile home subdivisions in Low Density Residential, LR-5 and LR-7.
4. Provide standards for site development for mobile homes, mobile home

subdivisions, and mobile home parks.

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Houseboats have been a housing option in Multnomah County for nearly a hundred years. Once little more than floating shacks, houseboats today are often substantial structures with all the amenities of traditional houses, and are home to middle and upper income citizens.

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Moorage sites are limited in the County, and demand for moorage space is high. Local moorages are all at or near capacity. However, demand for houseboat space should not be equated with need. Houseboats were not considered in Multnomah County's housing needs inventory, nor are they required to fulfill the County's housing obligation. Projected housing demand to the year 2000 can be met with lands already zoned for residential development. Therefore, houseboats may be considered a desired housing choice, but not a needed one.

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The demand for houseboat space conflicts with other legitimate demands on the finite amount of available public waterways in the County. A houseboat location policy must attempt to reconcile the conflicting interests of houseboat owners, recreational boaters, conservationists, industrial developers, and the general public. It must ensure the protection of houseboat residents from the inherent hazards of waterway life and also provide for protection of the general public from possible negative impacts of houseboat development.

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Policy 26

The County, in order to provide a broad range of housing opportunities for its citizens, recognizes houseboats as a housing option. Therefore, it is the County's policy to provide for the location of houseboats in a manner which accords with:

- A. The applicable policies in this plan, including Policies [2 \(Off-Site Effects\)](#), [13 \(Airo Water, Noise\)](#), [15 Significant Environmental Concern](#), [16 \(Natural Resource\)](#), [21 \(Housing Choice\)](#), [24 \(Housing Location\)](#), [32 Capital Improvements](#), [34 \(Trafficways\)](#), [36 \(Transportation System Development\)](#), [37 \(Utilities\)](#), And [38 \(Facilities\)](#).
- B. Any other applicable federal, state or local policies that regulate waterway area development.
- C. The following criteria for locating or expanding a houseboat moorage:
 1. The mean low water line exceeds five feet;
 2. The moorage area should be protected from siltation problems which might require costly dredging to achieve the proper water depth;
 3. The moorage is adequately protected from the adverse effects of wind, wave action, icy conditions, and other hazards;
 4. Adequate land area exists to accommodate parking and any accessory building requirements;
 5. The proper maintenance and operation of dikes, as determined by the army corps of engineerst is not adversely affected by the moorage;
 6. The upland area adjacent to the moorage does not have unique recreational, ecological or wildlife habitat value; and
 7. The upland area adjacent to the moorage is not zoned for exclusive agricultural use.

The following areas are designated as suitable for houseboats:

1. Multnomah Channel (west side).
>
2. (a) From Rocky Point Moorage, or from an area 1650 feet north of

the southern boundary of Section 36, T3N, R2W, known as Rocky Point, north to the Columbia County boundary.

3. From the City of Portland corporate limits north to 1/2 mile north of the Sauvie Island Bridge.

D. Oregon Slough.

- a. the south shore of Tomahawk Island.
- b. any other areas identified as suitable for houseboats by
- c. the Hayden Island Plan.

E. Columbia River (near 185th Avenue).

- a. From the northwest corner, George B. Pullen D.L.C., To the northeast corner, Pullen D.L.C.

Houseboats and moorages existing outside these areas shall be limited to existing sites and levels of development.

No houseboats shall be located on the columbia river east of the Sandy River, or in violation of Federal Aviation Administration Clear Zone Standards, or in violation of any other applicable federal, state or local standards.

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Strategies

- A. As part of the continuing planning program, the County should consider the provision of commercial accessories and/or community service uses as a condition of moorage development, in order to mitigate the impacts of moorage populations.
- B. The Zoning Ordinance should be amended to:
 1. Allow for the location and expansion of houseboat moorages within designated areas.

2. Include safety and fire protection standards to provide a safe living environment for houseboat dwellers.
3. Provide standards which minimize the adverse effects of houseboat development on surrounding areas.

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Introduction

Urban East Multnomah County is predominantly residential with supportive commercial and limited industrial development. The unincorporated urban areas must export their residential labor force, as less than 30 percent of the local wage earners have local employment opportunities. Retail trade activities are the largest single sector provider of local jobs, 29 percent, and account for 28 percent of all the business establishment.

Spanning in a wide range of activities such as retail stores, business and professional services, hotel/motel operations restaurants, theaters and gas stations, commercial firms are the source of consumer goods and services for the public. Their locational, market area and site requirements tend to be as diverse as the mix of activities. In common, these firms are generally dependent upon visibility for customer attraction, and prefer locations with heavy traffic flows. While some activities, such as grocery stores, act as magnets and can afford to be freestanding structures, others are dependent upon adjacency or structural attachment to magnets. The clustering of commercial uses creates economies of scale and agglomeration, potentially reducing construction, operation and advertising costs, while increasing sales volume per square foot of gross leaseable area (GLA).

The availability and accessibility of consumer goods and services enhances a community's economic base and livability. Commercial activity centers can also adversely affect the community by having obtrusive buildings, flashing signs, noise levels, lighting, traffic patterns which are detrimental to the quality of life in adjoining residential areas, and ingress and egress points which can create traffic congestion and hazards. Locational opportunities for siting and expanding commercial firms must meet the needs of establishments for profitable locations, needs of the community, for consumer goods and services, and needs of public for orderly development and efficient provisions of public services and facilities.

Intent

The intent of this policy is 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 redevelopment 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.

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Policy 27

The County's policy is to:

- A. Improve the availability and accessibility of consumer goods and services by supporting the location and scaling of commercial development to meet the needs of

the community and to reinforce community identity.

- B. Encourage commercial activity expansion and siting at locations which will reinforce orderly and timely development and provision of public facilities and services.
- C. Encourage land use development patterns which support the efficient use of existing commercial districts and modes of activity.
- D. Maintain a vacant and redevelopable, buildable land inventory responsive to the locational and siting needs of commercial enterprises.
- E. Classify commercial developments according to their function, tenant/tenant mix, and scale of operations, as follows:*

FUNCTION, TENANT/TENANT MIX AND SCALE OF OPERATIONS			
Scale	Intent and Purpose	Primary Tenant/Tenant Mix	Gross Leaseable Area (GLA)*
Super Regional	To concentrate the provision of major goods and services in the location(s) having maximum access to the Portland Metro Area Market.	At least 3 full line department stores with 100,000 + GLA Sq. Ft. each	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	One full line department store with 100,000 + GLA Sq. Ft.	300,000 to 750,000 Sq. Ft

	infrequently.		
Community	<p>To have small concentrations of goods and services available to serve the weekly shopping needs of the various communities within the County.</p> <p>To reduce travel and support community identity.</p>	<p>Soft line stores selling apparel, etc. Hard line stores selling items such as hardware & appliances. Larger specialty stores.</p> <p>Larger specialty stores.</p>	100,000 to 300,000 Sq. Ft.
Neighborhood	<p>To have concentrations of goods and services to provide for the needs of the people living in the immediate area which are designed to blend into the residential character of the neighborhood.</p>	<p>Stores selling food, drugs, sundries and personal goods for day-to-day living.</p>	10,000 to 100,000 Sq. Ft.
Local Isolated	<p>To allow for small businesses to be integrated into other use areas where the scale and impact will be compatible with the adjacent character.</p>	Variable	1,000 to 10,000 Sq. Ft.
Home Occupation	<p>To allow business which can be carried off within a home and whose impact will not affect the adjacent homes.</p>	Variable	Less than 20% of the home.

<p>Land Extensive Commercial District</p>	<p>To provide sites for retail firms requiring large land areas for stock display and inventory.</p> <p>To locate these uses where they are convenient to the users but where they will have minimum adverse impacts on the transportation system and adjacent land uses.</p>	<p>Establishments selling goods purchased infrequently such as automobiles, lumber, mobile homes, and farm equipment.</p>	<p>Variable: site size is 5 to 10 acres</p>
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F. Use the following estimates as indicative of the market area population and site size typical of the following scales of commercial development:

<p>MARKET AREA POPULATION AND SITE SIZE IN COMMERCIAL DEVELOPMENT</p>		
<p>Scale</p>	<p>Market Area Population</p>	<p>Site Size</p>
<p>1. Super-Regional</p>	<p>375,000-500,000</p>	<p>50+ Acres</p>
<p>2. Regional</p>	<p>125,000-375,000</p>	<p>15-50 Acres</p>
<p>3. Community</p>	<p>37,500-125,000</p>	<p>5-15 Acres</p>
<p>4. Neighborhood</p>	<p>3,500-37,500</p>	<p>0.5-5 Acres</p>
<p>5. Local Isolated</p>	<p>Variable</p>	<p>Less Than 0.5 Acres</p>
<p>6. Home Occupation</p>	<p>Variable</p>	<p>Same As Residential</p>
<p>7. Land Extensive Commercial Districts and Uses</p>		<p>5-10 Acres</p>

G. Locate commercial establishments on sites with average slope grades consistent with the activity's scale of operations and impacts, site slope requirements by scale are: *

<p>Scale</p>	<p>Slope</p>
<p>1. Super-Regional</p>	<p>6%</p>
<p>2. Regional</p>	<p>6%</p>

3. Community	6%
4. Neighborhood	10%
5. Local Isolated	10%
6. Home Occupation	10%
7. Land Extensive Commercial Dist.	6%

For sites with average slopes steeper than the standard, the developer must be able to demonstrate that through engineering techniques, all limitations to development and the provision of services can be mitigated.

- H. Support the location of commercial activities on existing transportation systems with volume capacities and modal mixes available and appropriate to service present and future scales of operation, vehicular access requirements by scale of development are:

Scale	Vehicular Access Requirements
1. Super-regional	Access to a freeway interchange. Direct access to north-south and East-west arterials. Public transit available to the site.
2. Regional	Access to a freeway interchange. Direct access to north-south and East-west arterials. Public transit available to the site.
3. Community	Access to a county arterial and collector street or direct access to a collector street with no traffic routes through local neighborhood streets.
4. Neighborhood	Direct access to a collector street with no traffic routed through local neighborhood streets. Public transit available to the site.
5. Located isolated and home occupation	No adverse neighborhood impacts.
6. Land extensive commercial district	Access to a county arterial.

- I. Restrict the siting of commercial activities in locations where the site would cause dangerous intersections or traffic congestion, considering the following:
1. Roadway capacities
 2. Existing and projected traffic counts
 3. Speed limits

4. Number of turning movements

- J. Support commercial development siting and expansion at sites 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 energy conservation, and pedestrian and bicycle access to and within the site.
- K. Promote compatible development and minimize adverse impacts of site development on adjacent properties and the community through the application of design review standards codified in MCC 11.05.7805-11.05.7865.
- L. Provide for the siting and expansion of commercial developments in a manner which accords with the other applicable policies of this plan.

*Commercial development standards of scale of operation, vehicular access standards and site slope grade requirements are summarized in [the table at the end of this policy](#).

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Strategies

The County should consider changes in the Comprehensive Plan, Community Plans, and ordinances which allow for office use in medium and high density residential zones, as a conditional use, on sites over 15,000 square feet. Office use would be allowed in medium and high density residential zones as a use under prescribed conditions when the parcel is:

1. 15,000 square feet or less, and
 2. fronts on an arterial or major collector street.
-

SUMMARY OF COMMERCIAL LOCATION POLICY DEFINITIONS AND STANDARDS					
Scale¹	Intent and Purpose	Primary Tenant/Tenant Mix Includes	Gross Leasable Area (GLA)*	Vehicular Access Requirements	Average Slope Standards

Super Regional	To concentrate the provisions of major goods and services in the location (s) having maximum access to Portland metro area market	At least 3 full line department stores with 100,000 + GLA sq. ft. each.	750,000 sq. ft. or more.	Access to freeway interchange. Direct access to north-south and east-west arterials. Public transit to site.	6%
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.	One full line department store with 100,000 + GLA sq. ft.	300,000 to 750,000 sq. ft.	Access to freeway interchange. Direct access to north-south and east-west arterials. Public transit to site.	6%
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 the community identity.	Soft line stores selling apparel, etc. Hard line stores selling items such as hardware and appliances. Large specialty stores.	100,000 to 300,000 sq. ft.	Access to a County arterial and collector or direct access to a collector street with no routing of traffic onto local neighborhood streets. Public transit to site.	6%

Neighborhood	To have concentrations of goods and services to provide for the needs of the people living in the immediate area which are designed to blend into the residential character of the neighborhood.	Stores selling goods, drugs, sundries and personal goods for day-to-day living.	10,000 to 100,000 sq. ft.	Direct access to a collector street with no routing of traffic onto local neighborhood streets. Public transit to site.	10%
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	1,000 to 10,000 sq. ft.	No adverse neighborhood impacts.	10%
Home Occupation	To allow business which can be carried on within a home and whose impact will not affect the adjacent home.	Variable	Less than 20% of the home.	No adverse neighborhood impacts.	10%
Land Extensive Commercial District	To provide sites for retail firms requiring large land areas for stock display and inventory. To locate these uses where they are convenient to the users, but where they will	Establishments selling goods purchased infrequently, such as automobiles, lumber, mobile homes, and farm	Variable: Site size is 5 to 10 acres.	Access to a County Arterial.	6%

have minimum adverse impacts on the transportation system or adjacent land uses.	equipment.			
--	------------	--	--	--

¹Site may be either a single site or cluster of sites. Developments meeting the scale definitions of 2 types will need to meet the standards of the larger development scale.

*For specific policy language on scale and development standards, refer to Policy 27 E, G, and H.

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Land Use Planning Division

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Introduction

Strip commercial development should not be confused with a linear development pattern. Strip commercial is characterized as linear in arrangement, but associated with it are high volume traffic generating uses, separate vehicular entrances and exits for each use on the street, no defined pedestrian path system and conflicts between pedestrian and vehicular movements, insufficient space onsite for parking and loading activities; and, visually, a cluttered appearance from an abundance of signs.

Strip commercial development is automobile oriented in that people cannot park in one location and shop at several stores. The continued movement of cars from one location to another means that the shopper is entering and exiting the street system frequently. Associated with each movement is traffic congestion and hazards.

The purpose of this policy is to reduce the hazards caused by strip commercial development to provide for pedestrian-oriented shopping and to enhance community quality. The planning and implementation process can restrict new commercial development; however, these remain a problem with existing areas. These existing areas have an excessive number of access points and have not been designed as an integral part of the community. When redevelopment occurs that requires an action by the County, it can require:

- Access points to be grouped wherever possible in order to reduce the number of potential accidents.
- That all design standards be met.

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Policy 28

The County's policy is not to approve any legislative or quasi-judicial proposal which will:

- A. Expand existing strip commercial developments, or
- B. Create strip commercial developments.
- C. When approval is required by the County within an established strip development, it will:
- D. Require existing strip commercial access points to be consolidated; and
- E. Require safe pedestrian circulation, off-street parking, loading and storage, lighting, signs, and landscape treatment to minimize adverse impacts of the strip commercial pattern.

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Strategies

- A. As part of the ongoing planning program, the County should work with business districts and community groups to formulate redevelopment plans for existing commercial development.
- B. The following strategies should be addressed as part of the Community Development title:

1. The Zoning Chapter should maintain a broad range of commercial zones, including primary uses, prescribed uses and conditional uses. It should also maintain standards related to: Parking, loading, storage, landscaping and signs.
2. The Street Standards Chapter should maintain standards related to access and circulation.

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POLICY 29: OFFICE LOCATION

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Introduction

Office development locational requirements are among the most diverse of any industry. An office can be an integral component of an industrial, commercial, educational, governmental, or community service establishment, or an independent corporation serving other businesses or the public. The type(s) of service(s) offered, scale of operations, and location of markets may require the firm to locate in an industrial, commercial or residential cluster as part of a multi-use building or in an isolated free-standing structure. While some office activities can move readily into a variety of types of structures, others, because of the nature of services offered or clientele, have exacting structural and site needs requiring extensive capital investment when a move is made. This very diversity makes it extremely difficult to anticipate the needs of specific office users for future locational alternatives. As one of the fastest growing sectors in the urban and regional economies, the demand for vacant sites and sites with redevelopable existing structures for office uses is increasing. An inventory of sites for office uses needs to examine both of these categories and make a general evaluation of the availability of sites. Two traditional measures of market constraint, price of land and rent per square foot of gross leasable area, are depressed due to current recessionary trends.

This land use category relates to the provision of services including a broad range of activities such as insurance, finance, 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 needed services, these activities also provide employment for a substantial number of people, as well as many benefits to the community. Office developments can also create problems with access, circulation, signs, and noise and blight associated with automobile traffic.

INTENT

The intent of this policy is 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. Provide siting and expansion opportunities to office uses meeting their locational and development requirements.

4. Locate major concentrations of jobs and services where they can be served by public transportation;
5. Encourage the integration of office services into other use areas and thereby reduce required automobile trips;
6. Encourage job diversification by providing areas for major and minor office development in East Multnomah County;
7. Locate office employment where it can support other commercial services, i. e., restaurants, post office, retail, and office supplies;
8. Provide for home occupations and small business within communities to assist in developing new business opportunities and to increase convenience to residents; and
9. Reduce crime through design and site location based on the principles of defensible space.

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Policy 29

The County's policy is to:

- A. Support the location, growth and expansion of office developments scaled to meet the service needs of households and businesses.
- B. Encourage office development siting and expansion reinforcing orderly and timely development and provision of public facilities and services.
- C. Encourage land use development patterns which support the efficient use of existing and planned office developments.
- D. Maintain a vacant and redevelopable buildable land inventory responsive to the locational and siting needs of office users.
- E. Classify office developments according to their function and scale of operations as follows:

Scale ¹	Intent and Purpose	Approx. Employees	Sq. Ft. of Bldg.
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

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
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
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

F. Locate office developments on sites with average site grades consistent with a project's scale and impacts, average site slope standards by scale are:

Scale ²	Average Site Slope
Regional	Less than 6%
Community	Less than 10%
Neighborhood	Less than 10%
Isolated	Less than 20%

For sites with average slope gradients steeper than the standard allowed the developer must be able to demonstrate that through engineering techniques all limitations to development and the provision of services can be mitigated.

G. Support the location of office activities on existing transportation systems with volume capacities and modal mixes available and appropriate to serve present and future scales of operation, vehicular access requirements by scale of development are:

VEHICULAR ACCESS REQUIREMENTS BY SCALE OF DEVELOPMENT		
Scale ³	Approx. Auto Traffic Generation	Vehicular Transportation Access
Regional	800-900 per day	Direct access to a county arterial public transit
Community	175-800 Per Day	Direct access to a collector street with public transit or direct access to a paved 32 foot wide local street where the site is within 500 feet of a collector street with public transit and within 500 feet of an existing regional or community scale office/community facility which presently has access to the same local street
Neighborhood	Less Than 175 per day	No significant adverse impacts public transit within 1/4 mile of site
Isolated	Varies	No significant adverse impacts direct access to a local street

H. Restrict the siting of office activities in locations where the site access would cause dangerous intersections or traffic congestion, considering the following:

1. Roadway capacities
2. Existing and projected traffic counts

3. Speed limits

4. Number of turning points

- I. Support office use at sites 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, energy conservation, and pedestrian and bicycle access to and within the site.
 - J. Promote compatible development and minimize adverse impacts of office development on adjacent properties and the community through the application of design review standards codified in MCC 11.05.7805 - 11.05.7865.
 - K. Encourage the location and intensification of office activities which will support public and private investment in public facility and service, maintenance and operation cost efficiencies, and support joint development in new capital investment.
 - L. Provide for the locational needs of offices in a manner which accords with the other applicable policies of this plan.
-

¹Definitions of Scale of Operation, Site Slope Standards and Vehicular Access requirements incorporated in Policy 29, E,F, and G are summarized in [the table at the end of this policy](#).

²Ibid.

³Ibid.

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Strategies

The County should consider changes in the Comprehensive Plan, Community Plans and ordinances which allow for office use in medium and high density residential zones, as a conditional use, on sites over 15,000 square feet. Office use would be allowed in medium and high density residential zones as a use under prescribed conditions when the parcel is:

1. 15,000 square feet or less, and
2. fronts on an arterial or major collector street.

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SUMMARY OF OFFICE LOCATION POLICY DEFINITIONS AND STANDARDS						
Scale¹	Intent and Purpose	Approximate Employees	Sq. Ft. of Building	Approximate Auto Traffic Generation	Vehicular Transportation Access ²	Average Site Slope¹
Regional	To provide for major concentrations of office services 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	Direct access to a County Arterial. Public transit.	Less than 6%
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 to 500	15,000 to 75,000	175-800 per day	Direct access to a collector street. Public transit.	Less than 10%
Neighborhood	To provide for local service and employment related to neighborhood development integrated into the residential character of the area.	1 to 100	Less than 15,000	Less than 175 per day	No significant adverse impacts. Public Transit within 1/4 mile of site.	Less than 10%
Isolated	To provide for small office uses than can be integrated into other use areas and provide opportunities for small businesses and to minimize overhead costs.	1 to 50	Varies	Varies	No significant adverse impacts. Direct access to a local street.	Less than 20%

¹Developments qualifying for inclusion in 2 categories must meet the criteria and standards of the larger scale development.

²See policy 29 E, F, and G for elaboration.

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Introduction

Manufacturing and wholesale trade activities are the prime generators of new capital in urban economies. These activities produced 31 percent of the wage and proprietor income generated in 1979 in Multnomah County. In the unincorporated urban areas, industrial and distribution activities accounted for 14 percent of all business establishments and 30 percent of the local employment activities. Individual firms, while varying widely in size, tend to be small. The average number of employees for manufacturing enterprises is 65, and for wholesale trade, 17. While possessing a relatively diverse economic base, manufacturing employment is concentrated in the fields of transportation, equipment, primary metals, fabricated metals, and machinery, except electrical production.

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 public environmental and design standards.

Growth in manufacturing and distribution trade activities, income, and employment is dependent upon the availability of buildable industrial sites supplied with adequate levels of public services and facilities meeting the locational needs of siting and expanding firms. While Multnomah County maintains a large vacant industrial site inventory capable of meeting the diverse locational requirements of industry, the number of parcels with a full range of public services is limited. The key to continued industrial development in East Multnomah County is the provision of sanitary sewer facilities and development of sewage treatment plant capacities. Without these infrastructure investments, existing plants will be unable to expand

their production, and new plants attracted to the area will be unable to build. Industrial location policies are therefore directly linked to the availability of scarce resources for new capital investment and evaluation of where and when those investments will occur. These activities are one potential source of public and private resources for public facility and service maintenance and construction.

Intent

The intent of this policy is to:

1. Encourage the siting and expansion of industrial activities and generate new jobs;
2. Protect the stability and functional aspects of industrial areas by protecting them from incompatible uses;
3. Provide buildable, serviced, vacant industrial sites accommodating the wide range of industrial activities with diverse locational and site needs.
4. 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;
5. Utilize the transportation system in an efficient and safe manner and reduce energy consumption by identifying for industrial development, strategic transportation points and areas with alternative transportation opportunities; and by locating employment opportunities close to public transportation and, where appropriate, in community areas;
6. Minimize the adverse effects of industrial development by categorizing industry and through site location criteria and design standards.
7. Minimize costs for public service and facility operation, maintenance, and redevelopment by promoting land development patterns in accord with the timely and efficient provision of public facilities and services.

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Policy 30

The County's policy is to:

- A. Promote economic diversification and growth through the provision of buildable serviced industrial sites meeting locational and site requirements of manufacturing, wholesale trade, and distribution industries.
- B. Encourage industrial development at locations which will reinforce orderly and timely development and provision of public facilities and services.
- C. Encourage the siting and expansion of industry and generation of jobs in locations meeting the site needs of industry and the needs for jobs by residents.
- D. Encourage land use development patterns which protect the stability and functional aspects of industrial areas by protecting them from incompatible uses.
- E. Classify industrial developments according to their characteristics, scale of their operations, and potential impacts.¹ as follows:

Heavy Industry Characteristics

Site Development

Large scale site development, approximately 20 acres per firm.
Buildable 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 Impact

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

	<p>day. Rail likely to exceed 80 cars per month.</p> <p><u>Visibility</u> High process visibility. Interesting to watch.</p>
<p>Medium Industry Characteristics</p>	<p><u>Site Development</u> 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.</p> <p><u>Environmental Impact</u> Relatively clean. Little air or water pollution or odor. Higher than average noise level.</p> <p><u>Employment Characteristics</u> Employee density, 10-19 per acre. 75%-94% male employees. Average of one shift per day.</p> <p><u>Transportation Impact</u> Daily truck volume, 21-34. Rail volume, 31-80 cars per month.</p> <p><u>Visibility</u> Some process of visibility.</p>
<p>Light Industry Characteristics</p>	<p><u>Site Development</u> 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.</p> <p><u>Environmental Impact</u> Little or no air or water pollution.</p>

	<p>No noise or objectionable odors. Industrial wastes are burnable.</p> <p><u>Employment Characteristics</u> Employment density, 20 employees per acre.</p> <p>25% or more female employees. One shift.</p> <p><u>Transportation Impact</u> Little truck traffic.</p> <p><u>Visibility</u> Little process visibility.</p>
<p>Warehouse Characteristics</p>	<p><u>Site Development</u> Medium intensity distribution facilities. Sites from 2-25 acres. One building. Building coverage 50-60%. Little, if any, outdoor storage.</p> <p><u>Environmental Impact</u> No air or water pollution. Dust generated from truck circulation. Little industrial waste.</p> <p><u>Employment Characteristics</u> Very low employee density.</p> <p><u>Transportation Impact</u> Both rail and truck usually required.</p> <p><u>Visibility</u> No process visibility.</p>

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 parking and truck maneuvering.

Environmental Impact

Higher than average noise.
 Air pollution, including dust.

Employment Characteristics

Low on-site employee density.

Transportation Impact

High truck traffic.

Visibility

Moderate visibility.

Industry definitions based on the average characteristics, needs and impacts. These classifications 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.

- F. Locate industrial firms on sites with average slope gradients consistent with the firm's scale of operations and impacts.¹ Site slope requirements by scale are:

Scale	Slope
Regional Industrial	Less Than 6%
Community Industrial	Less Than 6%
Neighborhood Industrial	Less Than 6%
Isolated Heavy Industrial	Less Than 6%
Isolated Light Industrial	Less Than 10%

- G. For sites with average slopes steeper than the standard, the developer
- H. must be able to demonstrate that through engineering techniques, all limitations to development and the provision of services can be mitigated.
- I. Support the location of industrial activities on existing transportation systems

with volume capacities and modal mixes available and appropriate to serve present and future scales of operation.1 vehicular access requirements by scale of development are:

Scale	Vehicular Transportation Access
Regional Industrial	Access to the interstate freeway system. Direct access to a north-south or east-west arterial. Public transit within 1/4 mile.
Community Industrial	Access to a freeway interchange. Direct access to a county arterial and a collector street Public transit within 1/4 mile
Neighborhood Industrial	Direct access to a county arterial or collector street
Isolated Heavy Industrial	Direct access to a collector street without routing traffic through neighborhood streets
Isolated Light Industrial	Direct access to a collector street without routing traffic through neighborhood streets

- J. Restrict the siting of industrial activities in locations where
- K. The site access would cause dangerous intersections or traffic
- L. Congestion, considering the following:
 - M. Roadway capacities.
 - N. Existing and projected traffic counts.
 - O. Speed limits.
 - P. Number of turning points.
- Q. Support industrial development location at sites 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, energy conservation, and pedestrian and bicycle access to and within the site.
- R. Promote compatible development and minimize adverse impacts of industrial site development on adjacent properties and the community through the application of design review standards codified in MCC 11.05.7805-11.05.7865.

- S. Evaluate the need for the designation change of vacant industrial sites from urban future to urban present, upon the provision of adequate levels of public services and facilities needed to support development.
- T. Provide for the locational needs of industrial activities in a manner which accords with the other applicable policies of this plan.

¹Definitions of type and scale of operation, site slope standards and vehicular access requirements incorporated in Policy 30, E,F, and G are summarized in [the table at the end of this policy.](#)

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SUMMARY OF INDUSTRIAL LOCATION POLICY DEFINITIONS AND STANDARDS					
Scale¹	Intent and Purpose	Site	Example of Types of Uses Included	Vehicular Transportation Access ²	Slope³
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 firm with over 2000 employees Supporting industrial development Support services	Access to the interstate freeway system. Direct access to a north-south or east-west arterial. Public transit within 1/4 mile.	Less than 6%

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, & Development Incubator industry	Access to a freeway interchange system. Direct access to a County arterial and a collector street Public transit within 1/4 mile.	Less than 6%
Neighborhood Industrial	To provide for local concentrations of employment. To provide job opportunities close to where people live.	5-20 acres	Light industrial Warehousing Office, Research, & Development Incubator industry Support services	Direct access to a County arterial or collector street	Less than 6%
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 industry Support services	Direct access to a collector street without routing traffic through neighborhood streets.	Less than 6%
Isolated Light Development	To provide for sites to allow light industry to be integrated into other use areas.	Varies	Light industry Office, Research, & Development Incubator industry Home occupation Support services	Direct access to a collector street without routing traffic through neighborhood streets.	Less than 10%

¹Site may be either a single site or a cluster of smaller sites. Developments qualifying for inclusion in 2 scale categories must meet the standards of the larger scale development.

²Refer to Policy 30 G.

³Refer to Policy 30 F.

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Introduction

Community facilities and services include public and private activities which are operated for the benefit of the public and to fill a social need. Basic services which have a direct effect on the public health, safety and welfare are public schools, transportation, water supply and sewage and solid waste disposal. Essential support services include police and fire protection; sanitary and storm drain facilities; planning, zoning, and subdivision control; health and recreational facilities and services; energy; communications; and community governmental services.

A community's demand for types and levels of community services depends on the intensity and density of development, neighborhood characteristics, the present availability of services, and the accessibility of existing facilities or service alternates. Service providers in making their locational decisions must take into account such factors as public need, location of target clientele, existing financial obligations, present and anticipated resource availability, and costs of physical plant and program development. Taken together the siting and expansion of community facilities must be at locations reflective of community needs and the ability of service agencies to deliver services.

INTENT

It is the intent of this policy to support the location of community facilities at sites which reinforce the timely and orderly delivery of services, maximize efficient use of existing facilities and provide for the development of new and additional services where unmet public need has been identified.

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[Introduction Policy](#)[Back to Top](#)**Policy 31**

The County's policy is to:

- A. Support the siting and development of a full range of community facilities and services by supporting the location and scaling of community facilities and uses meeting the needs of the community and reinforcing community identity.
- B. Encourage community facilities siting and expansion at locations reinforcing orderly and timely development and efficient provision of all public services and facilities.
- C. Encourage land use development which support the efficient use of existing and planned community facilities.
- D. Support the development of a unified approach to long range community facilities planning and capital investment programming in Multnomah County.
- E. Classify community facilities according to their function and scale of operations.

Scale	Type Of Facilities
<p>Major Regional</p>	<p>Community College Private College University Live-In Training Facilities Airport Government Services: Administrative Human Justice Hospital</p>

Minor Regional	Cemeteries Regional Parks Boat Launches Marinas Recycling Center Half-Way Houses General Aviation Airports
Major Community	Fire Station Precinct Stations Lodges Ambulance Services High School Museum Transit Stations Government Services: Administrative Human Justice Community Recreation Center Recreation Center
Minor Community	Library Grade School Middle School Parks Neighborhood Meeting Rooms Residential Care Facility Clinics Convalescent Homes Churches Neighborhood Recreation Center
Community Service Foundations	Electrical Generation, Distribution and Transmission Natural Gas Storage Sewage Treatment Plants Telephone, Communication Station and Switching Water Storage Radio & Television Transmitters

SOLID WASTE MANAGEMENT

Solid waste is a regional concern requiring regional studies. Multnomah County recognizes Metro's responsibility and authority to prepare and implement a solid waste management plan and the Metro's procedures for

siting a Sanitary Landfill and will participate in the procedures as appropriate.

The County recognizes that Metro may find a public need for Sanitary Landfill and that such a Landfill, wherever located, will entail some adverse impacts. The County further recognizes that environmental impacts are also within the review authority of other agencies, such as the Department of Environmental Quality.

The County shall provide for Approval Criteria which emphasizes site suitability, protection through mitigation of impacts, and reclamation. The Zoning Code shall contain appropriate and detailed implementing language for this Policy. This Policy and all other applicable Plan Policies are implemented through Section 11.15.7045 to .7070 of the Zoning Code.

- F. Locate community facilities on sites with average site grades consistent with a project's scale and impacts, site slope requirements by scale are:

Scale	Average Site Slope Standard
Major Regional	6%
Minor Regional	6%
Major Community	10%
Minor Community	10%
Community Service Foundation	20%

For sites with average slopes steeper than the standard the developer must be able to demonstrate that through engineering techniques all limitations to development and the provision of services can be mitigated.

- G. Support the location of community facilities on existing transportation systems with volume capacities and modal mix splits available and appropriate to serve present and future scales of operation. Vehicular access requirements by scale of facility are:

Scale	Vehicular Access Standards
Major Regional	Access to a freeway interchange direct access to a county major arterial. Public transit available within 1/4 mile.
Minor Regional	Direct access to a collector street and no routing of traffic through local neighborhood streets. Public transit available within 1/4 mile.

Major Community	Direct access to a collector street and no routing of traffic through local neighborhood streets. Public transit available within 1/4 mile.
Minor Community	Direct access to a collector street and no routing of traffic through local neighborhood streets. Public transit available within 1/4 mile.
Community Service Foundations	Truck traffic will not be routed through local neighborhood streets

- H. Restrict the siting of community facilities in locations where site access would cause dangerous intersections or traffic congestion considering the following:
1. Roadway capacities
 2. Existing and projected traffic counts
 3. Speed limits
 4. Number of turning points
- I. Support community facilities siting and development at sites 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, energy conservation, and pedestrian and bicycle access to and within the site.
- J. Promote compatible development and minimize adverse impacts of site development on adjacent properties and the community through the application of design review standards codified in MCC 11.05.7805 - 11.05.7865.
- K. Provide for the siting and expansion of community facilities in a manner which accords with the other applicable policies of this plan.

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Introduction

The provision of public facilities and services is a key component in land development and implementation of the comprehensive land use plan. A timely and efficient arrangement of public facilities and services maximizes the use of available and projected resources while responding to demands for service by existing and future land users.

Policy 33C

Bicycle/Pedestrian System

Policy 34

Trafficways

Basic services needed to support land development are public schools, transportation, water supply, and sewage and solid waste disposal. Other essential support services include police and fire protection; sanitary and storm drainage facilities; planning, zoning, and subdivision control; health and recreational facilities and services; energy; communications; and community governmental services.¹

Policy 35

Public Transportation

Unincorporated Multnomah County's public services and facilities are provided by over 60 different governmental and special service district units. Failure among these agencies to develop a long range unified public facilities plan has resulted in a fragmented and costly approach to service system delivery and construction. Consequences of this lack of coordinated planning and programming are apparent in the urban and urbanizable areas:

Policy 36

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Policy 38

Facilities

1. Established neighborhoods lack a full range of adequate services to support existing development.

2. Efforts to intensify land use patterns are thwarted.

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3. Inventories of buildable residential, commercial, and industrial vacant land with services are low, forcing market prices up on developable sites.

4. Private sector investment is discouraged as the financing of one infrastructure investment does not necessarily guarantee that the remaining services will be provided in a timely manner.
5. Capital investment and maintenance fund decisions are not based on any single set of financial, service system or land use priorities.
6. Investment decisions by one service provider may place new and sometimes conflicting demands for program expenditure on other public agencies.
7. Opportunities for joint investment and realization of project cost savings can be lost as other agencies are unable to secure funds for their portion of a project in a timely manner.
8. Questions of who will be responsible for long term urban service provision remain unresolved.
9. Public facility and service provision issues are dealt with in a piecemeal fashion.
10. Established neighborhoods compete with urbanizable areas in their demands for service.
11. The attractiveness and marketability of sites in Multnomah County are lessened because no one knows when an area can be expected to have full services available.

Land use and transportation planning occur within a 20-year time frame. Capital improvements programming governs resource utilization over a five or six-year time period. With the completion of the four sewer basin master and Financial Plans for East County by June 1984, sanitary sewer system provision and service delivery will be within a 20-year time frame. Within the 20-year time frame, multiple investment strategies are possible. Through the use of a 20-year public facilities and services plan developed in concert by all agencies responsible for service system delivery and maintenance in Unincorporated Multnomah County, investment opportunities can be maximized and public and private costs minimized.

Multnomah County is only one of many direct providers of public services and facilities. While a number of agencies, including the County, continue to attempt to identify areas of responsibility for long term service provision and coordinate capital expenditures for system maintenance and construction, there is no long term unified plan for addressing the provision of public services and facilities in urban Unincorporated Multnomah County.

Demands for service and the County's direct role in service provision vary, depending on whether an area is designated for urban or rural land development. In the urban areas, the County is a "steward," given the County's adopted Policy that urban areas should be provided urban level public services and facilities by municipalities. In rural areas, public services and facilities provision is in keeping with the Policy which states that services should be provided only to the levels required by rural and natural resource area users, with no provision for sanitary sewer system development.

The 1977 Comprehensive Framework Plan sets forth land use, public service and facility, and capital improvements policies designed to carry out the mandate of Goal 11:

To plan and develop a timely and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.²

Since that time, national, state and local resources for implementing the policies have either disappeared or been severely curtailed. In addition, no plan identifying and assigning long term public service delivery responsibility for the urban areas of Unincorporated Multnomah County has been adopted. The powers of counties to participate in service system delivery deliberations has been expanded in some cases by recent legislation, such as the Oregon Drinking Water Act of 1981. By this Act, counties may develop water service plans and may approve formation, consolidation and expansion of water systems not owned by cities. However, the County's operational ability to force the development of a unified long range public facilities plan is limited.³ In Multnomah County, with its municipal public services for urban areas Policy and the legal relationships between cities and counties, the effectiveness of unified service system delivery plans is dependent upon the willingness of the service districts, cities and County to agree to undertake such an activity and the availability of resources to formulate a plan. For those public facilities and services which are provided by Multnomah County, the following goals, policies, and strategies apply. For other service providers, the County can have a Policy requiring coordinated investment consistent with Comprehensive Land Use and Community Plans, but the ability of the County to enforce the Policy is realistically limited in scope.

INTENT

The County's intent is to require the establishment and maintenance of a public services and facilities plan and capital improvements program which will provide for the timely, orderly and efficient arrangement of public services and facilities, considering:

1. the health, safety and general welfare of County residents;

2. the level of services required, based upon the needs and uses permitted in urban, rural and natural resource areas;
3. the equitable distribution of costs, based upon benefits received from the public utility system or facility; and
4. the environmental, social, and economic impacts.

In developing policies and strategies, the County will seek to ensure that public services and facilities plans and capital improvements programs will result in the following:

1. Coordination of land use planning and provision of appropriate types and levels of public facilities.
2. Coordination of a full range of public facilities and services among all agencies responsible for providing them.
3. Provision of adequate facilities and services for existing uses.
4. Maintenance of an adequate inventory of buildable land.
5. Protection of natural resource and rural areas.
6. Timely development of public services and facilities in urbanizable areas within resource limitations.

¹ Oregon Land Conservation and Development Commission, Statewide [Land Use Goal 11](#).

² Ibid.

³ Oregon State Health Division, Oregon Drinking Water Act of 1981, (SB #296, Section 14) [ORS 448.165](#), Memo, August 26, 1982.

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Policy 32

The County's Policy is to:

- A. Give first priority to capital maintenance and existing facility replacement and upgrading excluding:
 1. Sanitary sewer system management where first priority will be given to the elimination of expanded use of private disposal systems and
 2. Bicycle corridor plan implementation where first priority will be the provision of new bicycle facilities designated on the bicycle corridor capital improvement plan map.
- B. Reduce Multnomah County's long term public works liabilities by eliminating marginal facilities and extending the life of others through timely maintenance and functional upgrading.
- C. Encourage the creation of a unified long range public facilities and services plan by all service providers in the County which coordinates long term capital resource and expenditure analysis and capital improvements programming.
- D. Set and schedule capital improvements project expenditures based on an evaluation which includes the consideration of the following:
 1. Public health, safety, and general welfare.
 2. County liabilities, assets, and resources.
 3. Existing service system maintenance and update costs.
 4. Minimization of costs due to coordination of scheduled public works projects.
 5. Private and public resource availability for financing and maintaining service system improvements.
 6. Conformance with the comprehensive land use and community plans.
 7. Time required to provide service and reliability of service.
- E. Use capital improvements programming and budgeting to achieve levels of public facilities and services appropriate to urban,, urbanizable, and rural areas.

- F. Coordinate plans for public services and facilities with plans for designation of urban boundaries, urbanizable land, rural uses, and for the transition of rural to urban uses.
- G. Consider as a major determinant of plans providing for public facilities and services the carrying capacity of the air, land, and water resources of the planning area.
- H. Identify needs and priorities for public works capital improvements in conjunction with the comprehensive land use and community planning processes.
- I. Maintain comprehensive framework and community land use plans which do the following:
 - 1. Identify the types and levels of public facilities and services appropriate for the land use designations.
 - 2. Designate sites for power generation and locations of public facilities and services locations and public right-of-ways needed to support desired levels of urban and rural development.
 - 3. Designate and set priorities at the community level for the projects which will provide key public facilities and services to the community.
 - 4. Provide public facilities and services management plans which assign implementation roles and responsibilities to those governmental bodies operating in the area and having interests in carrying out this Policy.
- J. Participate with the metropolitan service district (metro) in the development of a regional solid waste disposal program.
- K. Seek additional methods and devices of achieving desired types and levels of public facilities and services such as but not limited to the following:
 - 1. Tax incentives and disincentives.
 - 2. Public and private grants.
 - 3. Land use controls and ordinances.
 - 4. Multiple use and joint development practices.

5. Fee and less-than-fee acquisition techniques.
 6. Enforcement of local health and safety codes.
- L. Give priority for public facilities and services provision to urban over urbanizable areas and distinguish urban and urbanizable land and service delivery phasing based primarily on the cost and feasibility of service provision and public benefits to be generated including:
1. Benefit in terms of increased property value;
 2. Increase in jobs, housing units etc., both total and per acre or other measures of density;
 3. Increases in buildable vacant industrial, commercial and residential site inventories;
 4. Offsetting revenues produced by development;
 5. Differences in cost as a result of scheduling and phasing of the project.

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Strategies

1. The County should work in concert with other public services and facilities providers to identify long term service systems delivery responsibilities and prepare a long term public works plan for the County.
2. The following strategies should be addressed in the Community Development Ordinance:
 - A. The Zoning Chapter should apply the conditional or community use procedures to the construction of:
 - a. public sewer and water facilities;

- b. public and quasi-public uses; airports.

B. The Capital Improvements Plan should include:

1. Identification of maintenance, replacement, and new capital projects consistent with the long range facilities, Comprehensive Framework and Community Land Use Plans.
 2. Evaluation of capital improvements project projected requirements and revenues for a five-year time period.
 3. Priority assignment of projects in the capital improvement program schedule and annual update process should be consistent with the Capital Improvements Policy, Comprehensive and Community Land Use Plans, Bicycle Corridor Capital Improvements Plan and within County resource limitations. Priorities should be established by a process which includes the following actions:
 - a. Development of a candidate list of projects based on existing or projected system deficiencies, economic development needs, and identified neighborhood problems.
 - b. Review and comment, on prioritization of the candidate list by the Planning Department, Engineering Services Department, Operations and Maintenance Department, Planning Commission, and the Economic Development Advisory Committee, The East County Transportation Committee, and cities within the County.
 - c. Development of a recommended list for funding, based on the above.
 4. Coordination with other public service providers and private utility suppliers to maximize the efficient delivery of both public and private utilities and facilities.
3. The County Department of General Services should be responsible for the maintenance of an inventory of funding for projects and estimates of financial resources for County projects.

4. 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 and Community Plan.
5. The County should review all applications for service delivery system update and construction seeking federal or state public grant funds for consistency with the County Comprehensive Plan, existing long term Public Facilities Plans and Capital Improvements Programs.
6. The County Division of Planning and Development should take staff recommended capital improvements lists, and County and other public agency cost and financial resources data to the community planning process for additional citizen initiated projects.
7. The County should encourage other public facilities and service providers to work with the appropriate planning areas(s) in developing and revising their capital improvements programs and long range facilities plans.
8. The County should actively seek private and public resources to fund capital improvement projects.
9. The County should strive to achieve a long term facilities plan and capital improvements program integrated with the cities and special service districts.

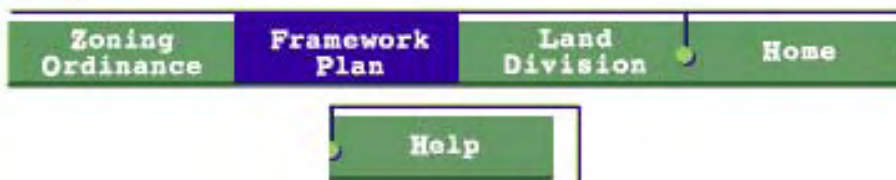
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POLICY 33: TRANSPORTATION SYSTEM

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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 movements 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 use 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." ¹

¹ Transportation - A Study by the Tri-County Metro Committee League of Women Voters, March 1970.

POLICY 33A: TRANSPORTATION SYSTEM

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.

When adopted, the transportation system plans, developed for a specific sub-area of the County, provide transportation policies and alternatives for their specific areas. Additional transportation policies have been identified and adopted in the rural area plans developed through the land use planning process for certain sub-areas of the County. Where an adopted transportation system plan exists, it should be used, along with the corresponding rural area plan, to establish criteria for the County to use in evaluating alternative transportation proposals in order to achieve a balanced, safe and efficient system. *[Added 1998, Ord. 912 § III]*

The following policies apply to areas without a County adopted transportation system plan. The purpose 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. *[Amended 1998, Ord. 912 § III]*

Policy 33a

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.
- H. Update and refine the bicycle corridor concept plan,
 - I. The County will also consider:
 - Equality of access to urban opportunities;
 - J. The degree of mobility available to all people in terms of alternative types of transportation;
- K. Energy conservation and efficiency;
- L. System flexibility;
- M. Pedestrian crossing and safety; and
- N. The need for landscaping and other design techniques Necessary for visual enhancement.

STRATEGIES

1. As part of its ongoing planning program the County should adopt Transportation System Plans in all appropriate areas of the County. *[Added 1998, Ord. 912 § III]*
 2. When all Transportation System Plans are adopted, Policy 33 of the Comprehensive Framework Plan should be updated to reflect the policies adopted in the Transportation System Plans. *[Added 1998, Ord. 912 § III]*
-

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**POLICY 33B: MARINE TRANSPORTATION
 SYSTEM**

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Introduction

The 40 foot Columbia River shipping channel is a federally funded, integral part of the national transportation system, which has significant economic and social impact on the Portland region, Multnomah County, and the State of Oregon. In Multnomah County, the 40 foot channel extends from the north County line as it crosses Sauvie Island, upstream to the Interstate 5 freeway bridge.

Requirements for land, docks and terminals, and rail and highway facilities to support the marine transportation system vary according to the types of products and materials moved through the harbor. These include foreign cargoes such as grain, coal and autos, and domestic materials such as sand and gravel, and wood products. Another important activity is shipment of local products and goods to foreign markets through containers. Other significant waterfront activities dependent upon maintenance of the 40 foot channel and availability of suitable land are ship repair, marine construction, and private industries.

A critical component of the marine system, which is part of the region's total transportation network, is sufficient, suitable and appropriately zoned land which can be served efficiently by rail and highway. If the system is to continue serving the region, all components, particularly suitable land, must be available.

The Portland harbor and adjacent waterfront land depend upon a complex public/private partnership for continued success. The federal government is primarily responsible for navigation channel maintenance and improvements, while the [Port of Portland](#) owns and operates public marine terminals. The private sector provides for special facilities such as docks and facilities which handle major commodities, such as grain and wood chips, and towboat, barge, rail, ship and

salvage services. Local jurisdictions generally are responsible for land use regulations, streets and public utilities, State and federal aid has been available for major highways.

The purpose of this Policy is to ensure that Multnomah County takes appropriate action to provide for needed marine transportation system facilities in those areas of the Portland region within its jurisdiction. The system must include appropriate backup land for marine terminal and waterfront industrial facilities.

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Policy 33b

The County's Policy is to identify, evaluate and encourage the development of sufficient needed port and marine facilities, provisions will be made to:

- A. Inventory the acreage available for marine terminal facilities and determine if more land is needed, in accord with County framework [Policy 6](#).
- B. Explore the concept of a joint public/private partnership, including cooperation with other governmental agencies, to finance infrastructure in accord with County framework [Policy 4](#). However, it is the primary responsibility of the property owner/developer to provide the infrastructure necessary to support development.
- C. Encourage improvements to public and private elements of the portland area harbor which support regional economic development and diversity, in accord with County Framework [Policy 5](#).

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Strategies

1. As a part of its ongoing planning program, the County should consider the need for marine terminal facilities and suitable future land.
2. Based on its review of information on future needs for port facilities, the County should support appropriate action so that the required land will be available.
3. Protecting the rights and privileges of recreational boaters should be considered in the County's updating of the Framework Plan through [Policy No. 39](#) (Open Space and Recreation).

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Policy 33c

Policy 33c

It is the County's Policy to create a balanced transportation system by implementing bicycle and pedestrian systems as integral parts of the County-wide transportation system through:

A. Identifying a connected network of bicycle facilities on the map titled Multnomah County Bikeway System, which provides the framework for future bikeway projects and helps assure that future street improvement projects on a designated bikeway will be designed to accommodate bicycles.

B. Identifying a connected network of pedestrian facility improvements on the map titled Multnomah County Pedestrian System, which provides the framework for future pedestrian improvement projects and assures that future street improvements will be designed to accommodate pedestrians.

C. Including standards for bikeways and walkways throughout the Multnomah County Roadway Design and Construction Manual to include the most current design standards and innovations for providing bicycle and pedestrian improvements.

D. Providing for bicycle and pedestrian travel through the development and adoption of a County-wide Transportation Capital Improvements Program (CIP) that includes all the bikeways and walkways identified in the Multnomah County Bikeway and Pedestrian System Maps.

E. Placing priority on constructing and maintaining the transportation system to improve the safety for bicyclists and pedestrians.

F. Coordinating with surrounding jurisdictions and regional partners in the development of the bicycle and pedestrian systems.

G. Promoting bicycling and walking as vital transportation choices.

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Strategies

The following Strategies should be used to implement the County's bicycle and pedestrian system:

A. Provide for bicycle and pedestrian facilities on the Multnomah County Bikeway System Map and the Multnomah County Pedestrian System Map through:

1. The land development process where half-street improvements or dedication of a right-of-way or easement can be required as a condition of land development.
2. Road improvements, where bicycle and pedestrian facilities can be designed, constructed and funded as part of the road improvement.
3. Allocation of the County's 1% bikeway funds for stand alone bicycle and pedestrian improvements based on the priorities established in the County's CIP.
4. Allocation of roadway funds dedicated to Americans with Disabilities Act compliance for curb ramp and sidewalk improvements in accordance with the Act.
5. Aggressively seeking grants to stretch the funds available for bicycle and pedestrian improvements.

B. Periodically review and update the County Roadway Design and Construction Manual that are consistent with the Oregon Bicycle and Pedestrian Plan and the American Association of State Highway and Transportation Officials 1999 Guide for the Development of Bicycle Facilities.

C. Provide public information regarding bikeways and safety through the

publication of a bikeway map.

D. Participate in the update of the metro regional bicycle and pedestrian plan and project prioritization process.

E. Ensure the continuation of a County Bicycle and Pedestrian Program that includes the following:

1. A citizen involvement process including establishment of a departmental Bicycle and Pedestrian Citizen Advisory Committee for review and comment on proposed bicycle and pedestrian project criteria and project design.
2. Identification of criteria to prioritize projects for inclusion in the CIP with special consideration given to potential use and connectivity.
3. Identification of bicycle and pedestrian facility projects based on the system maps and prioritized for funding through the various funding sources available.
4. A project review and comment process to include the planning, engineering, and operations and maintenance sections, and the appropriate city or cities within Multnomah County.

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POLICY 34: TRAFFICWAYS

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Functional Classification Maps

MD1: West of Willamette River

MD2: Urban Pockets West of
Willamette River

MD4: Urban East Multnomah County

MD5: Rural East Multnomah County

Introduction

Trafficways are a vital part of the transportation system in Multnomah County, functioning to move people and goods between their origins and destinations. A hierarchy of trafficways provides necessary access to land uses, and mobility to travelers and commerce. The trafficway network accommodates several modes of travel within public right-of-way, and acknowledges differing transportation needs between the urban and rural areas of the County. Communication and power networks, and public utilities including storm and sanitary sewers, and water supply share the right-of-way with roads.

Trafficways are developed according to their functional classification, which distinguishes streets and roads, by their operational purposes. Many aspects are considered when classifying trafficways:

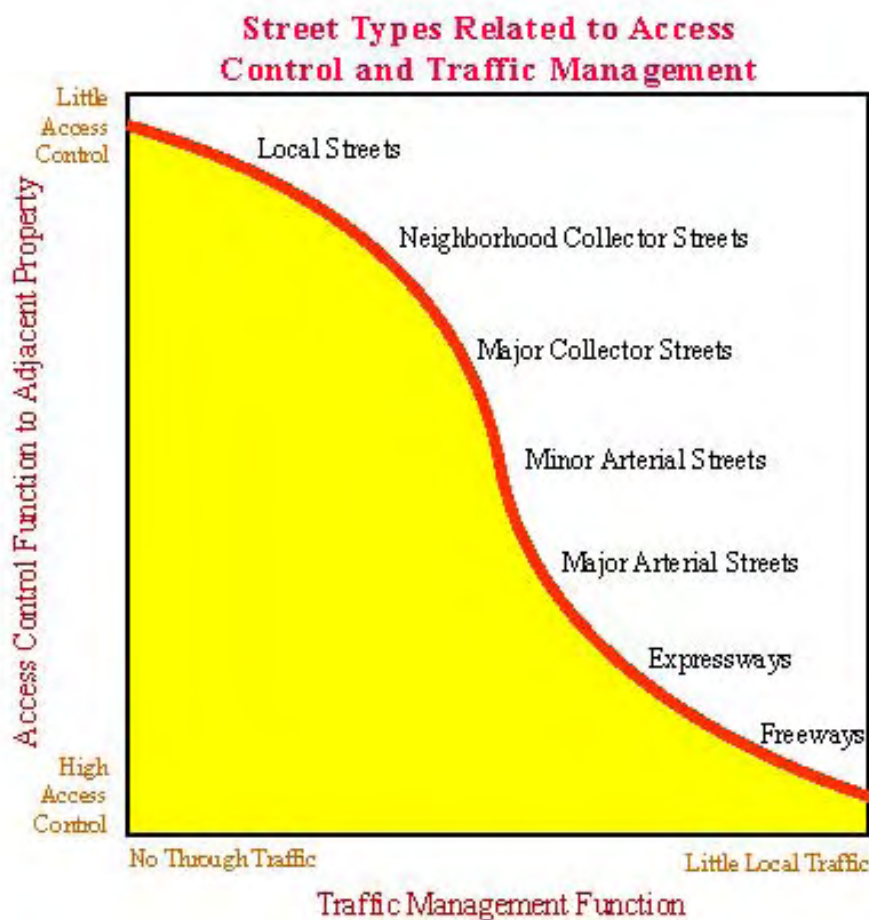
- Travel characteristics: trip length, origin and destination
- Intensity and density of land uses served: urban and rural
- Travel modes to be served: automobiles, bicycles, transit, trucks, and pedestrians
- Relationship between traffic movement and access management

- Projected traffic volumes and capacity requirements at acceptable levels of service

The hierarchy of trafficways generally progresses from low traffic volumes and low speeds to higher volumes and speeds. Trip types vary by origins and destinations, and by trip length and purpose: from local and neighborhood trips to countrywide and intra-regional travel, or inter-regional and interstate trips.

Access to property is inversely related to the mobility function of a trafficway. Access to adjacent property is greatest on local streets, but mobility is limited to local trips on local and neighborhood streets. The greatest level of mobility to the greatest number of travelers is provided by the freeway system, however, there is no direct property access provided by the interstate system.

County roads serve a distribution of trips between home and work, school, shopping and recreation, and from sources of materials and manufacturers to distributors.



The system of trafficways to meet the needs of County residents, visitors, and businesses are functionally identified by the following types of facilities. Each type of trafficway accommodates various modes of travel, and relates to land uses to which access is being provided.

LOCAL URBAN STREETS AND RURAL ROADS

Local streets provide access to abutting land uses on low traffic volume and low speed facilities. Their primary purpose is to serve local pedestrian, bicycle and automobile trips and limited public transportation use in urban areas; and auto and farm vehicle circulation with local pedestrian, bicycle and equestrian use in rural areas.

COLLECTOR STREETS

Collector streets distribute traffic between local streets and the arterial street network. They serve land uses over a broader corridor than local streets, but are not intended to serve trips that do not have either an origin or destination within the corridor. Collector streets provide for automobile, bicycle and pedestrian circulation and basic transit service.

Neighborhood Collector Streets

Neighborhood collector streets provide access primarily to residential land uses and link neighborhoods to higher order roads. They generally have higher traffic volumes than local streets but through or non-local traffic is discouraged.

Major Collector Streets

Major collector streets serve several purposes including linking neighborhoods to the regional system of bicycle and automobile streets, and basic transit service. They typically provide direct access between residential and commercial developments, schools and parks and carry higher volumes of traffic than neighborhood streets. Major collector streets area also utilized to access industrial and employment areas and other locations with large truck and over-sized load volumes.

Rural Collector Roads

Rural collector roads are well connected in rural communities to distribute automobile traffic over large areas and generally connect to urban streets or rural arterials. Where rural collector streets connect roads in adjacent counties, through traffic will occur with volumes greater than local rural roads. They may also provide for recreational trips by auto, bicycle and equestrian. Primary access is provided to land uses adjacent to the facility and over large rural districts. Rural collector roads provide for necessary truck transport of (agricultural, timber and minerals) out of rural districts.

ARTERIAL STREETS

Arterial streets comprise the regional transportation network, and provide for travel between communities in the County, and between counties. Arterial streets accommodate the full array of travel modes with the regional bikeway system, fixed-route transit network, goods delivery and higher volume automobile traffic than collector streets. Arterial streets connect to freeways and expressways, and collector streets. More intensive land uses occur along arterial street corridors and at arterial street intersections.

Urban arterial roadways may be overlaid with a regional or community boulevard or street designation by Metro in the 2040 Growth Concept. Multnomah County acknowledges Metro's Street Design Guidelines for 2040. The design elements in the Street Design Guidelines will be considered on regional facilities under Multnomah County's jurisdiction in the urban area. *[Added 1999, Ord. 926 § II]*

Minor Arterial Streets

Minor arterial streets are the lowest order arterial facility in the regional street network. They typically carry less traffic volume than principal and major arterials, but have a high degree of connectivity between communities. Access management may be implemented to preserve traffic capacity. Land uses along the corridor are a mixture of community and regional activities. Minor arterial streets provide major links in the regional road and bikeway networks; provide for truck mobility and transit corridors; and are significant links in the local pedestrian system.

Major Arterial Streets

Major arterial streets carry high volumes of traffic between cities in the County as part of the regional trafficway system. The major fixed-route transit network corresponds with arterial street corridors. Priority may be given to transit- and pedestrian-oriented land uses. Traffic includes trucks and goods delivery, substantial commute movements and controlled access to regional land uses along the corridor. Design and management of major arterial streets emphasizes preservation of ability to move auto and transit traffic by limiting accesses while also accommodating regional bikeways and pedestrian movements.

Principal Arterial Streets

Principal arterial streets connect to freeways and highways, which serve travelers without an origin or destination in the County. This interstate and interregional traffic, including trucks, is in addition to regional traffic traveling between cities and counties, and traffic generated by intensive and higher density land uses along the arterial corridor. Thus, traffic volumes are high and access to adjacent land uses is limited to preserve the traffic capacity and reduce congestion along the principal arterial street. The ability to move auto, truck and regional bicycle traffic is preserved. Trafficways designated as National Highway System routes shall be classified as Principal Arterial roadways.

Rural Arterial Roads

Rural arterial roads are the primary means of access into the County's large rural districts, and often connect between counties to accommodate through movements. Rural arterials connect to freeways or highways, and link rural collector and local roads to the urban area and other regions. Rural arterial roads carry greater traffic volumes than rural collector roads, including commuters and other home-based trips, natural resource trips involving trucks, and recreational trips involving autos, bicycles and equestrians.

EXPRESSWAYS

Expressways principally serve interregional travel, and secondarily, regional and intercity travel. They are designed for moderate speeds, with limited and controlled access to preserve capacity, and accommodate substantial traffic volumes including truck traffic. Cross streets are grade separated or limited to a few intersections with arterial streets. They typically have a center median and do not provide access to

adjacent land uses. Pedestrian and bike facilities may be provided along the expressway, often on separated facilities.

FREEWAYS

Freeways are high-speed roadways with grade-separated interchanges. They function to move goods and people between states, and between regions within Oregon. Freeways carry high volumes of traffic, much of which does not have an origin or destination in Multnomah County. Access to abutting properties is prohibited. Pedestrian traffic and bicycle traffic on urban freeways are also prohibited.

OVERLAY CLASSIFICATION

In addition to a streets basic functional classification, an overlay classification is used to further describe the design or function of a facility. Included in the overlay classification are Regional and Community Boulevards, Regional and Community Streets, and Green Streets as designated by Metro.

Scenic Routes

Scenic routes occur on streets that offer unique scenic views, and are used for recreational and scenic travel in addition to traffic appropriate to the facility functional classification. Unique designs and materials and other accommodations, or traffic restrictions, may be imposed to preserve and enhance the scenic character of the facility. Landscape treatments should incorporate native species that integrate roadway improvements with the scenic character of the area.

Industrial Streets

Industrial streets occur on roadways that either serve as a freight route identified in the Regional Transportation Plan or serve industrial use areas. The standards for asphalt and base for major and minor collectors and lower classifications are insufficient for truck traffic. Therefore the arterial asphalt and base standards need to be applied to non-arterial roadways carrying truck traffic. Regardless of classification, the pavement section of trafficways designated with the industrial streets overlays shall be constructed to arterial standards as per the Multnomah County Design Standards. Part I – Design Manual, Section 4 – Pavement Design.

Boulevards [Added 1999, Ord. 926 § II]

Boulevards serve the multi-modal travel needs of the region's most intensely developed activity centers, including regional centers, station communities, town centers and some main streets. Boulevards are the continuation of the regional street network within more intensively developed activity centers. Boulevards are designed with special amenities that promote pedestrian, bicycle, and public transportation travel in the districts they serve.

Boulevards are classified as regional and community scale designs. Regional

boulevards can be applied to the major arterial classification while community boulevards can be applied to the minor arterial classification. The Boulevard overlay classifications are designated in the Regional Transportation Plan and in local jurisdiction's Transportation System Plans and other transportation planning documents.

Regional Boulevards [Added 1999, Ord. 926 § II]

Regional boulevards consist of four or more vehicle lanes, balanced multi-modal function, and a broad right of way. Features highly desirable on regional boulevards include on-street parking, bicycle lanes, narrower travel lanes than throughways, more intensive land use oriented to the street, wide sidewalks, and may include a landscaped median.

Community Boulevards [Added 1999, Ord. 926 § II]

Community boulevards consist of four or fewer vehicle travel lanes, balanced multi-modal function, narrower right of way than a regional boulevard, landscaped medians, no-street parking, narrower travel lanes than throughways, more intensive land use oriented to the street, and wide sidewalks.

Community boulevards are located within the most intensely developed activity centers with development oriented to the street. These are primarily regional centers, town centers, station communities and some main streets.

Streets [Added 1999, Ord. 926 § II]

Streets serve the multi-modal travel needs of corridors, inner and outer residential neighborhoods and some main streets. Streets typically are more vehicle-oriented and less pedestrian-oriented than boulevards, providing a multi-modal function with an emphasis on vehicle mobility. Streets are classified as regional and community designs. Regional streets can be applied to the major arterial roads, while the community streets can be applied to minor arterial roads. The Street overlay classifications are designated in the Regional Transportation Plan and in local jurisdiction's Transportation System Plans and other transportation planning documents.

Regional Streets [Added 1999, Ord. 926 § II]

Regional streets consist of four or more vehicle travel lanes, balanced multi-modal function, broad right of way, limited on-street parking, wider travel lanes than boulevards, corridor land use set back from the street, sidewalk with pedestrian buffering from street, and a raised landscaped median or, usually a continuous two way left turn lane.

Community Streets [Added 1999, Ord. 926 § II]

Community streets consists of two to four travel lanes, balanced multi-modal function, narrower right of way than regional streets, on-street parking,

narrower or fewer travel lanes than regional streets and residential neighborhood and corridor land use set back from the street. Community streets provide a higher level of local access and street connectivity than regional streets. Community streets have the greatest flexibility in cross sectional elements. Depending on the intensity of adjacent land use and site access needs, community streets can have three different median conditions; center two way left turn lane, narrow landscaped median, or no median.

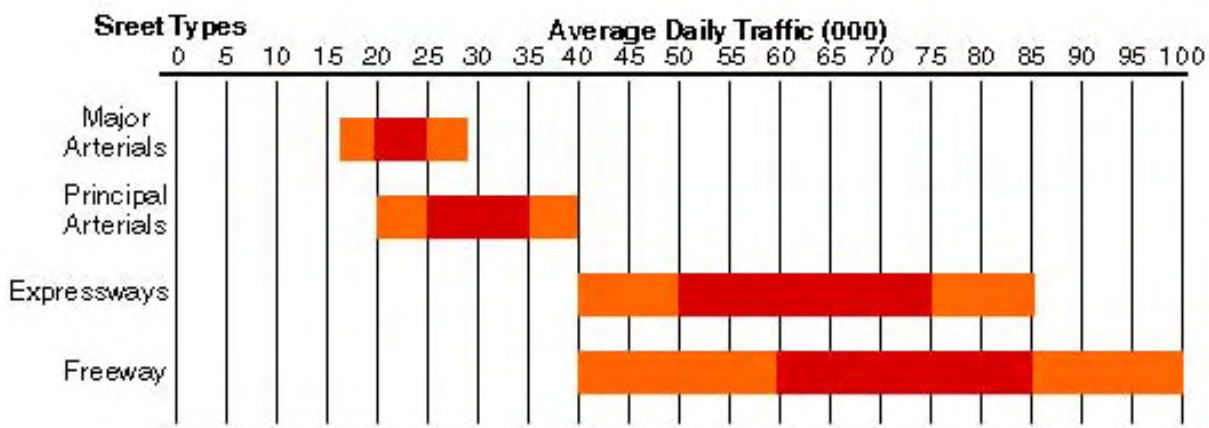
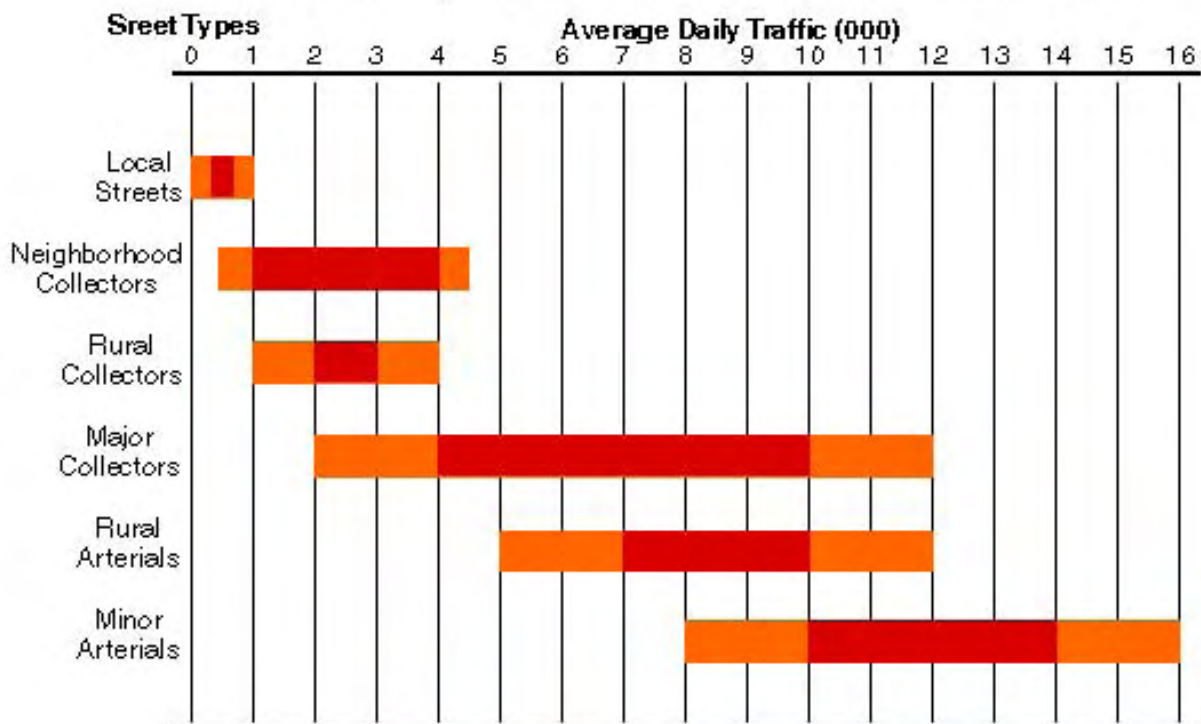
Green Streets

Green Streets are designed to incorporate a system of stormwater treatment within their right-of-way to protect the quality of the region's stream system. Green streets are designated according to the location-specific circumstances, including environmental conditions such as the soil conditions, water table, etc.; and surrounding land uses. The trafficways designated with green street overlay classifications are identified in the Regional Transportation Plan and in local jurisdiction's Transportation System Plans and other transportation planning documents. Multnomah County shall consider implementation of Green Streets design standards when developing a project listed in the County's Capital Improvement Program. Standards for Green Streets are in the Multnomah County Design Standards. Part I – Design Manual, Section 2 – Geometric Design.

TRAFFIC VOLUME GUIDELINES

The following chart illustrates the extent of traffic volumes by functional classification of each type of facility. The upper and lower limits are design guidelines, actual volumes may vary. (The darker/red portion of the bar represents typical traffic volumes handled by each classification. The lighter/orange portion of the bar represents the lower or upper limits of each classification.)

Average Daily Traffic By County Street Classifications



Transportation Corridor Study Areas

Existing streets, proposed new streets, or alternative alignments may undergo evaluation concerning future capacity or operational changes. The outcome of a corridor analysis, feasibility study or environmental analysis may result in a change in functional classification. Functional classifications within these study areas are subject to change in the future pending the outcome of the evaluation.

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Policy 34

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. Maintaining a trafficway classification system;
- B. Improving streets to the standards established by the classification system, where necessary, and/or appropriate to mitigate identified transportation problems and to accommodate existing implemented and planned pedestrian, bicycle (Policy 33c), and transit facilities (Policy 35) as established in the County, regional, and local transportation plans;
- C. Placing priority on maintaining the existing trafficways;
- D. Developing additional transportation facilities to meet community and regional transportation needs where capacity of the existing system has been maximized through transportation system management and demand management measures;

[Average Daily Traffic by County Street Classifications chart here](#)

- E. Providing safe and convenient bicycle and transit facilities and a pedestrian environment with road crossings and sidewalk network designed for pedestrian travel in accordance with Policy 33c: Bikeways/Pedestrian System and Policy 35: Public Transportation;
- F. Limiting the number of and consolidating ingress and egress points on arterials and major collectors to preserve traffic flow and on rural local roads to limit rural commercial development, as necessary;
- G. Reducing reliance on the automobile and assuring that the Planned transportation system supports patterns of travel and land use which will avoid or mitigate problems of air pollution, Traffic congestion and community liveability;
- H. Encouraging ride-share and flextime programs to help meet the projected increase in travel demand. The County will work with metro and tri-met to develop ride-share programs, flextime and other transportation demand strategies to achieve the ride-share goal given in the regional transportation plan; and
- I. Implementing the preferred street standards chapter 29.500, administrative rule or the County Design and Construction Manual, including adherence to access control and intersection design guideline criteria,; and establishing a procedure for allowing deviation from the preferred standard only when a physical obstacle prevents construction to the preferred standard or when the appropriate local jurisdiction's Transportation System Plan provides an alternate adopted standard. In all cases, roadways shall be constructed to standards within the County's allowable ranges for

the appropriate classification.

- J. Considering and allowing for implementation of regional street design elements including reduction of excessive standards (as shown in *Creating Livable Streets: Street Design for 2040 (1997)) Guidelines (Second Edition, June 2002)* when planning for improvements to facilities designated on Metro's Regional Street Design Map or on roadways in urban unincorporated areas. *[Added 1999, Ord. 926 § II]*
- K. Improving local circulation by keeping through trips on arterial streets and minimizing local trip lengths by increasing street connectivity. *[Added 1999, Ord. 926 § II]*
- L. Ensuring that on-street parking is provided in accordance with county street standards and coordinating with cities to implement Metro's regional 10 percent reduction goal.
- M. Ensuring that additional right-of-way is dedicated at intersections that are currently signalized and that potentially may be signalized in order to comply with the Americans with Disabilities Act.

Excluding that portion of Multnomah County included in the Columbia River Gorge National Scenic Area, this Policy and the functional classification of trafficways map accompanying this Policy shall control over conflicting provisions of community plans or other pre-existing plans in determining the functional classification of trafficways. Trafficways located within the Columbia River Gorge National Scenic Area are subject to and superceded by provisions of the Columbia River Gorge Scenic Area Management Plan.

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Strategies

A. TRAFFICWAYS

Adequate trafficways are essential for the efficient movement of goods and people. County trafficways should be designed and built to accommodate travel by a variety of travel modes, to provide access to abutting properties and as locations for utilities within the trafficway right-of-way. To develop an efficient and safe trafficway system, the following strategies should be pursued.

1. **Classification of Trafficways:** Trafficways should be classified into a functional network that is integrated with land uses and travel needs. The hierarchy of the functionally classified network should be based on trip types and length, traffic volume and travel modes, and access to adjacent land uses within travel corridors.
2. **System Efficiency:** An inventory of the trafficway system should be

maintained to determine current and future deficiencies as the basis for a capital improvement program. The trafficway system should:

- a. be designed and operated to optimize travel capacities within acceptable levels of service, and
 - b. be consistent with land uses and transportation needs as determined by local and regional plans.
3. **Fostering Choice:** The trafficway system should be managed to provide opportunities for choices among available travel modes so that reliance on automobiles as single-occupant vehicles can be reduced, and so that total vehicle miles traveled as a measure of automobile use per capita can be reduced in the future, in accordance with the state Transportation Planning Rule and Policy 35: Public Transportation.
 4. **Environmental and Social Values:** Development and operation of the County trafficway system should promote air quality consistent with federal standards, preserve open space and agricultural and forest lands consistent with local plans, protect scenic views, protect neighborhood cohesiveness and historic and cultural sites, and minimize the dislocation of residents and businesses resulting from County transportation projects.
 5. **Safety:** Safety is a primary objective in the development and operation of the trafficway system through traffic signing and signalization, speed limits and speed control measures, road design and access control measures. Through the use of accepted design and traffic management principles and practices, traffic accidents and conflicts between pedestrians, bicyclists, equestrians and motorists can be minimized.
 6. **Economics:** Work with the business community and regional and state agencies to assure efficient movement of goods and services in and through the County, including coordination of the trafficway system with intermodal facilities, and use of public right of way for power and telecommunication purposes.
 7. **Freight movement:** County trafficways shall provide for the movement of freight on facilities designed and built to accommodate the types and frequency of freight trips, and which provide for convenient access to major highways, industrial areas and resource extraction sites. County should identify a trafficway network for the purpose of freight movement. Trafficways designated as National Highway System routes shall be classified as Principal Arterial roadways.
 8. **Aesthetics:** Trafficways are an important visual element in the urban and rural environment. As public spaces, trafficways should facilitate the public's use of the right-of-way in a manner that provides an aesthetic benefit to the community through facility design, landscaping and their relationship to the natural and built environment.

9. **Street Connectivity:** Local street design impacts the effectiveness of the regional system when local travel is restricted by a lack of connecting routes, and local trips are forced onto the regional network. Streets should be designed to keep through trips on arterial streets and provide local trips with alternative routes. *[Added 1999, Ord. 926 § II]*

B. TRANSPORTATION PLANNING

As part of Multnomah County's ongoing transportation planning program, the County should strive to anticipated and provide for the future travel needs of County residents, businesses and visitors.

1. **Compliance with Rules and Regulations:** Multnomah County should comply with existing and future state and federal legislation, and resulting rules and regulations, regarding environmental, energy, land use and transportation measures affecting the County trafficways system.
2. **Comprehensive Framework Plan Policy Revisions:** Multnomah County should revise CFP Policy 33 to include Policy 33d Pedestrianways that incorporates all Policy references to the provision of pedestrian circulation, and a map of the County pedestrian network. CFP Policy 35 Public Transportation should be amended to incorporate all Policy references to the transit classification system and transportation demand management, and a map of the County transit system.
3. **Land Use Coordination:** The transportation system should be planned and developed consistent with land uses to be served with consideration given to planned land uses in adopted plans and resulting forecasted future travel demands. The transportation system should be developed in coordination with the development of land uses. The development of the transportation system and land uses and amendments to land use plans should be made in accordance with the executed Intergovernmental Agreements with the cities of Fairview, Gresham, and Troutdale to ensure consistency with the functions, capacities, and level of service of facilities identified in the Multnomah County transportation planning documents.
4. **System Optimization:** Transportation planning should strive to solve existing transportation problems, in response to community input, by maximizing the operational capacity of the current system using available management techniques, and providing new or expanded facilities only where necessary.
5. **Public Input:** Community input is vital to the transportation planning process and should be sought at key points in each planning process, including project development.
6. **Modal Plans:** Modal plans should be developed to establish truck, pedestrian and transit networks on the County trafficway system in coordination with regional and local transportation plans, and the appropriate CFP policies amended to incorporate the network maps. Modal networks plans for the County trafficways and bikeways should be maintained in coordination with

regional and local transportation plans.

7. **Transportation Studies:** Transportation studies and corridor analyses should be conducted to determine transportation needs, identify and analyze problems and alternative solutions, giving the public and communities the opportunity to participate in and effect the decision process.

Specific corridor studies should include:

Participation in the regional freight study to identify an alternative NHS truck route through the east Multnomah County area. The existing freight route along 181st/Burnside has land use conflicts with truck passage and substandard roadway conditions along Burnside in the Rockwood area. The 242nd Avenue Connector was identified as the alternate truck route in the Regional Transportation Plan. However, the project has been suspended because the transportation analysis completed for the Environmental Assessment found low demand for the connector in the short-term.

Evacuation routes in regards to homeland security, including routes for transport of hazardous materials and evaluating any conflicts between evacuation routes and hazardous material routes. The County should continue to work through the inter-agency Intelligent Transportation Systems Subcommittee on Public Safety. to develop a map of emergency routes and coordinate with federal, state, and local agencies.

Pedestrian safety in rural centers is becoming a concern with increased traffic volumes, especially in the Corbett/Springdale Centers. A study is needed to assess how to provide appropriate pedestrian amenities (sidewalks, crosswalks and landscaping) where appropriate, yet retaining the rural atmosphere. This might be accomplished with a pedestrian district overlay in rural centers. A pedestrian district overlay in the Corbett/Springdale Centers would need to be coordinated with the Oregon Department of Transportation and State Historic Preservation Office as the Centers are oriented to the Historic Columbia River Highway.

C. COMMUNITY DEVELOPMENT ORDINANCE

Measures to plan for, develop, and manage the County trafficway system should be codified in Multnomah County Code: Title II: Community Development.

- a. **Street Standards:** Codes and Rules should be revised specifying characteristics, permitting requirements and operational measures necessary to implement the County transportation system identified in CFP Policies 33c, 33d, 34, and 35.
- b. The Multnomah County Transportation Capital Improvement Plan and Program identifies and ranks by criteria of need, trafficway deficiencies and future capital needs, identifies future capital, and programs future transportation

improvements based on a schedule of capital available for expenditure on the trafficway system.

D. STATE AND REGIONAL COORDINATION

The County should provide notice to the state (ODOT), regional (Metro) and affected local governments of required improvements, and should provide documentation as to public needs.

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POLICY 35: PUBLIC TRANSPORTATION

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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
- E. **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 onfoot	5 to 10 buses 2 hour peak period	15 Average density over two square mile tributary area	From 10 to 15 miles away to largest downtowns only
Express bus-reached by auto	5 to 10 buses during 2 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 non-residential floor space
Light Rail	5 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 non-residential floor space

Other land use arrangements which support an efficient public transportation system are the clustering of high intensity employment opportunities and high density residential units 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.

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Policy 35

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, particularly at light rail stations,
- 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, access and reduced travel time, and
- D. Communicating community needs to the agencies responsible for public transportation planning, programming and funding.
- E. Supporting implementation of the I-205 transitway.
- F. Implementing the publicly funded elements of the transit station plan as soon as possible.
- G. Designating regional transit trunk routes, transit centers and park-and-ride lots as required by the regional transportation plan of the Portland Metropolitan Area as shown on the regional transit trunk route map.

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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.
4. The Transit Station Area Plan should be implemented in concert with the scheduling of the Banfield Light Rail Transit Line. In addition, the actual plan products (when completed) should be consistent with the goals adopted or revisions to Policy 20 in the Hazelwood and Rockwood Community Plans.
5. To implement the "Functional Classification of Transitways," the County should encourage implementation of the transitway proposals.

The Regional Transportation Plan defines long range, regional transitways for the eastern, northern, southern, southwest and westside sectors of the region. Transitway routes and alternative routes are shown in the County Transportation Plan on the Functional Classification Map, where they occur in unincorporated County or along County routes. These transitway routes include: the Banfield Light Rail Transit Line, the I-205 transitway, the I-5 North transitway alternative, the Interstate Avenue transitway alternative, the McLoughlin transitway alternative, the Portland Traction Co. right-of-way between Holgate Avenue and the County line, Macadam Avenue transitway alternative, I-5 South transitway alternative, and Sunset Highway transitway preferred alternative.

6. The Zoning Chapter should provide for:
 - a. Concentrations of urban development in transit corridors,
 - b. Means for access and accessory support facilities for transit users, and
 - c. Incentives to use transit.

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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 ensure 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.

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Policy 36

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 appropriate to the functional classification of the street given in [Policy 34](#) and chapter 11.60.
- 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,
- E. Street trees to be planted,
- F. A pedestrian circulation system as given in the sidewalk provisions, chapter 11.60,
- G. Implementation of the bicycle corridor capital improvements program,
- H. Bicycle parking facilities at bicycle and public transportation sections in new commercial, industrial and business developments, and
- I. New streets improved to County standards in unincorporated County may be designated public access roads and maintained by the County until annexed into a city, as stated in ordinance 313.

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The County Streets and Roads Chapter 11.60 and Ordinance 162 contain provisions which apply where it is found that properties receive benefit from trafficway facilities and improvements. To protect the public from deleterious effects resulting from the development proposal, the following apply:

1. Abutting property owner(s) dedicate right-of-way required by County Standards as necessary to permit the development of a County road to the planned width.
2. 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.
3. 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.
4. Abutting property owner(s) construct pedestrian and bikeway facilities that are required to permit safe pedestrian and bikeway circulation; and furthermore, provide necessary traffic controls that are required to accommodate circulation flow and mix.
5. 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
6. Abutting property owner(s) shall provide street tree planting consistent with design review guidelines.

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POLICY 37: UTILITIES

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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 alternative 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 ensure 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 ensure 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.

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Policy 37

[Amended 1999, Ord. 933 § III]

Water and Disposal Systems

- A. Shall be connected to a public sewer and water system, both of which have adequate capacity; or
- B. Shall 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. Shall have an adequate private water system, and the Oregon Department of Environmental Quality (DEQ) will approve a subsurface sewage disposal system; or
- D. Shall have an adequate private water system, and a public sewer with adequate capacity.

Drainage

- E. Shall have adequate capacity in the storm water system to handle the run-off; or
- F. The water run-off shall be handled on the site or adequate provisions shall be made; and
- G. The run-off from the site shall not adversely affect the water quality in adjacent streams, ponds, lakes or alter the drainage on adjoining lands.

Energy and Communications

- H. There shall be an adequate energy supply to handle the needs of the proposal and the development level projected by the plan; and
- I. Communications facilities are available.

Furthermore, the County's Policy is to continue cooperation with the Department of Environmental Quality, for the development and implementation of a groundwater quality plan to meet the needs of the County.

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- A. The following strategies should be addressed in the ongoing planning
1. The planning program should address 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.
- B. To maintain groundwater quality in unsewered urban areas, and to preserve the potential for full housing densities when sewers are installed, and to permit a reasonable increase in the supply of needed housing in the interim, all residential development proposals shall comply with the following:
1. In the event the maximum number of dwelling units allowable by the Comprehensive plan, the Land Division Code and the Zoning Code is not possible due to Department of Environmental Quality subsurface sewage disposal limitations, the site development plan shall designate the manner in which the additional allowable units may be located on the property when public sewer service is available. Review and action, including appeal methods on each such site development plan, shall be taken under the applicable Design Review, Land Division or Zoning administration procedures.
 2. Conditions of approval, supported by findings of need, may include, among other things:

- a. the clustering of lots as interim building sites,
- b. a plan for the future re-division of lots,
- c. reservation and interim use of portions of the site pending the future location of additional dwelling units,
- d. connection of all units to a public sewer then available, or
- e. installation of dry sewers at the time of initial development.

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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.

Policy 33C
Bicycle/Pedestrian System

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.

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[Amended 1999, Ord. 933 § III]

Policy 38
Facilities

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

School

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- 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 comments 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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Introduction

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.

The need for providing easily accessible areas for outdoor recreation is increasingly important in metropolitan jurisdictions such as Multnomah County; outdoor recreation can offer an escape from crime, pollution, crowding, a sedentary work life, and other problems associated with urban living. Providing nearby recreational space for leisure time activity is important also in the conservation of non-renewable energy resources and addressing problems related to the currently depressed economy, such as decreased household income. Recreational opportunities provided near residential areas would mean less costs to participants in terms of travel time, gas, etc.

Parks systems are generally developed in a hierarchical 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. Multnomah County's park system includes: one historical site, three boat ramps, one campground, two islands in the Columbia River, three regional parks, two community parks, 34 neighborhood parks and four playlots. In addition, three proposed Statewide Oregon Recreation Trails: Portland to the coast, the Columbia River Gorge, and the Sandy River Trails will

provide hiking opportunities and scenic and recreational access.

A component of the County's recreation system is the 40-Mile Loop, a network of connecting jogging, hiking, and bicycle paths that encircle Multnomah County.

Parks and recreation areas 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.

While the implementation of parks and recreation system is primarily a public responsibility, the County has increasingly limited financial resources and, therefore, cannot guarantee such a system.

Parks and recreation planning and implementation will require the communities to work with the County and provide direction as to their needs and how those needs can be met. The County has established a Parks Commission to help promote and coordinate neighborhood park development. The duties of this Commission include developing short-term and long-range objectives, strategies, work programs and projects designed to meet the recreation needs of County residents.

The purpose of this policy is to serve as a directive to the County in its park and recreation planning program.

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The County's policy is to operate its established parks and recreation program to the degree fiscal resources permit, and to:

- A. Work with residents, community groups and parks commission to identify recreation needs, to maintain and develop neighborhood parks, and to identify uses for under-developed park lands.
- B. Work with federal, state and local agencies, community groups and private interests to secure available funds for development, maintenance and acquisition of park sites and recreation facilities for park purposes.
- C. Encourage the development of recreation opportunities by other public

agencies and private entities;

- D. Implement and maintain that portion of the proposed 40 mile loop jogging, hiking, bicycling trail system which is in public ownership, by:
1. Requiring dedication of rights-of-way/easements by those developing property along the proposed 40 mile loop corridor.
 2. Coordinating with the bicycle corridor capital improvements program through emphasis on development of bikeways as connections to the system.
 3. Coordinating and assisting other jurisdictions in studies of route alignment of the 40 mile loop.
 4. Coordinating the 40 mile loop land trust studies of route alignment of the 40 mile loop and direct assistance in acquiring easements and/or rights-of-way.
 5. Adopting trail and bikeway standards for segments of the 40 mile loop.

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- A. As part of the continuing planning program for parks and open space, the County has appointed a County Parks Commission to work in concert with the County to:
1. Address objectives necessary for the County to meet eligibility criteria for receipt of public and private resources.
 2. Follow the guidelines and directives of the 1984 Multnomah County Neighborhood Park Master Plan in the future maintenance and development of the neighborhood park system.
 3. Raise funds for park purposes as best serves the goals of the Parks

Commission, the Parks Master Plan, and the County.

- B. The County should consider the rights and privileges of recreative boaters when evaluating land development proposals.
- C. The continuing planning program should include, in the update of Community Plans, identification of:
 - 1. specific recreation needs;
 - 2. plans for developing and maintaining specific park sites; and
 - 3. implementation strategies.
- D. 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, including Oregon Recreation Trails in the County,
- E. The Zoning Ordinance should include provisions for privately owned and operated recreational facilities as conditional uses in zones viewed as appropriate by the individual communities.

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While most park 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 parks 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 park and recreation system. It is also intended to encourage park areas in large developments where people can sit and enjoy the surroundings.

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[Amended 1999, Ord. 933 § III]

The County's policy is to encourage a connected park and recreation system and to provide for small private recreation areas by:

- A. Requiring the dedication of pedestrian and bicycle path connections to parks, recreation areas and community facilities where appropriate and where designated in the Bicycle Corridor Capital Improvements Program and map.
- B. Requiring landscaped areas with benches in commercial, industrial and multiple family developments, where appropriate.
- C. Requiring areas for bicycle parking facilities in development proposals, where appropriate.

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The dedication of pedestrian and bicycle connections should be addressed in the Zoning Ordinance, Subdivision Ordinance, and Street Standards Ordinance.

The Zoning Ordinance should include provisions for landscaped areas in all industrial, commercial, community facilities and multiple family developments.

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In 1986 Congress passed the Columbia River Gorge National Scenic Area Act (Public Law 99-663) which designated 292,600 acres in six counties in the states of Oregon and Washington as a National Scenic Area. Approximately 33,280 acres of that area are within Multnomah County.

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The purposes of the Columbia River Gorge National Scenic Area are to protect and provide for the enhancement of the scenic, cultural, recreational, and natural resources of the Columbia River Gorge, and to protect and support the economy of the Columbia River Gorge by allowing future development which supports those purposes. The purposes are implemented by the document entitled *Management Plan for the Columbia River Gorge National Scenic Area* and the Multnomah County document entitled *The Columbia River Gorge National Scenic Area Rural Area Plan Policy Document*

The Management Plan is organized into five parts. Part I of the Plan addresses land use designations, and the colored map by this title is used in conjunction with this section of the Plan. Individual chapters set forth the goal, objective, policy, and guideline elements for each land use category: agricultural land, forest land, open space, residential land, commercial land, and recreation designations. The land use designation chapters are followed by a chapter on general policies and guidelines that affect all uses in the Scenic Area, regardless of designation.

Part II sets forth goals, objectives, policies, and guidelines for resource protection and enhancement. Individual chapters cover scenic resources, cultural resources, natural resources, and recreation resources. The accompanying landscape settings map is used in conjunction with the scenic resources chapter, and the recreation intensity classes map is used with the chapter in Part II on recreation resources.

Part III outlines an action program, with chapters devoted to the recreation development plan, economic development, enhancement strategies, and interpretation and education. Part IV focuses on the role of the Gorge Commission and the U.S. Forest Service, Indian tribal treaty rights and consultation, and public involvement. Part V consists of a glossary of definitions.

The Columbia River Gorge National Scenic Area Rural Area Plan Policy Document is an element of the Multnomah County Comprehensive Framework Plan. The Columbia River Gorge National Scenic Area Rural Area Plan Policy Document is organized into seven parts. The first part states the purpose of the Columbia River Gorge National Scenic Area Rural Area Plan Policy Document. The introduction includes the general policy statement. Introduction to the Columbia River Gorge National Scenic Area Act describes the enactment and the establishment of the Gorge Commission. Introduction to the Management Plan For The Columbia River Gorge National Scenic Area lists the chronology of the preparation and revision of the Management Plan for the Columbia River Gorge National Scenic Area and describes the Multnomah County implementation process. The fifth section describes the relationship of the Columbia River Gorge National Scenic Area Rural Area Plan Policy Document to other existing plans and regulations, including the Management Plan for the Columbia River Gorge National Scenic Area, Land and Resource Management Plan for the Mt. Hood National Forest, Indian Tribes rights and treaties, Oregon Statewide Planning Goals, applicable Oregon Revised Statutes, and the Multnomah County Comprehensive Framework Plan. The authority section establishes the authority of the Gorge Commission, the U.S. Forest Service, the Tribes, Metro, Multnomah County , and the City of Troutdale within the Columbia River Gorge National Scenic Area. The final section establishes policies for issues not specifically addressed in the Management Plan for the Columbia River Gorge National Scenic Area. These are the Hillside Development District, off-street parking and loading, land divisions, planned development, and variances to dimensional standards.

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The County's policy is to implement the goals, objectives, policies, and guideline elements contained in the *Management Plan for the Columbia River Gorge National Scenic Area* and attendant maps (including any future amendments) for that portion of the County designated by Congress as the Columbia River Gorge National Scenic Area.

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As a part of the ongoing planning program, the County should amend the Zoning Code to include zoning districts and review procedures which implement the goals, objectives and policies of the Management Plan for the Columbia River Gorge National Scenic Area and its attendant maps.

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